

CA20N
NR 800
-81P17

Government
Publications



Ontario

Report of the Task Force on Parks System Planning

CAZPN
NR 860
-81P17

REPORT
of the
TASK FORCE
on
PARKS SYSTEM PLANNING

VOLUME I

September, 1981

Strategic Land Use Planning
Program

Parks System Planning Program



Digitized by the Internet Archive
in 2022 with funding from
University of Toronto

<https://archive.org/details/31761115471377>

PREFACE

This report has been prepared at the request of the Assistant Deputy Ministers for Northern and Southern Ontario.

It presents a summation of the park planning process to date, including the results of the Regional Parks System Plans submitted to the Parks and Recreation Areas Branch in 1981. Additional analyses were prepared by the three planning Regions specifically for this Committee, verifying the process and rationale for arriving at the proposed set of candidates necessary to achieve the objectives of the Ontario Provincial Parks System.

This report does not attempt to be a total analysis of the proposed park system. This is the responsibility of the Parks and Recreational Areas Branch. Rather, the report summarizes the process to date, recognizing the additional ongoing inventory and analytical work which remains to be done in certain administrative regions and class sectors of the Parks System. It presents the list of proposed candidates to the extent that they have been identified and approved by the Regions for inclusion in the District Land Use Planning Program, and where possible identifies the degree to which these candidates will enable the system to achieve its objectives in terms of landscape protection and recreational opportunities for public use.

TABLE OF CONTENTS

	<u>Page</u>
PREFACE.....	(i)
INTRODUCTION.....	1
I HISTORICAL REVIEW-PERSPECTIVE.....	4
A. The Corporate Planning and Management System.....	4
B. Land Use Planning Program	5
C. Parks Policy	8
D. Parks System Planning Program	11
E. Parks Input to Strategic Planning	27
II ANALYSIS	30
A. The Existing Parks and Proposed Park Candidates.....	30
B. The Ability of Existing Parks and Proposed Park Candidates to Meet Park Objectives	38
Introduction	38
a) Recreation/Tourism Targets	38
b) Protection/Heritage Appreciation Targets	42
c) Park Class Targets	
Wilderness	46
Natural Environment	46
Waterway	50
Nature Reserves	51
Historical	52
Recreation	54
d) Land Use Data Availability	55

	<u>Page</u>
C. Resource Based Conflicts and Problems.....	57
Introduction	57
a) The Forest Industry	58
b) Mineral Resources	59
c) Tourism	60
d) Other Resource Users	60
e) Native People	60
D. Problems and Issues Related to the Present Status of Parks System Planning	61
a) Inconsistency Between Strategic Planning and Park System Planning	61
b) Apparent Deviation of Regional Parks System Plans from 'Planning and Management Policy'	61
c) Incomplete Identification of Nature Reserve Candidates	62
d) Incomplete Identification of Historical Components of Provincial Park System	62
e) Non-Achievement of Backcountry Recreation Targets	62
f) Car-Camping Targets	63
SELECTED REFERENCES	65

MAPS

Following
Page

1. Planning Regions of the Ministry of Natural Resources.....	7
2. Site Districts and Regions in Northern Ontario.....	13
3. Site Districts and Regions in Southern Ontario.....	13
4. Northwestern Planning Region - Existing Wilderness Parks and Proposed Candidates.....	34
5. Northwestern Planning Region - All Considered Wilderness Park Candidates.....	34
6. Northwestern Planning Region - Existing Natural Environment Parks and Proposed Candidates.....	34
7. Northwestern Planning Region - All Considered Natural Environment Park Candidates.....	34
8. Northwestern Planning Region - Existing Waterway Parks and Proposed Candidates.....	34
9. Northwestern Planning Region - All Considered Waterway Candidates.....	34
10. Northwestern Planning Region - Existing Nature Reserve Parks and Proposed Candidates.....	34
11. Northwestern Planning Region - All Considered Nature Reserve Candidates.....	34
12. Northwestern Planning Region - Existing Parks (All Classes) and Proposed Candidates (Wilderness, Natural Environment, Waterway, and Nature Reserves).....	34
13. Northeastern Planning Region - Existing Wilderness Parks and Proposed Candidates.....	36
14. Northeastern Planning Region - All Considered Wilderness Park Candidates.....	36
15. Northeastern Planning Region - Existing Natural Environment Parks and Proposed Candidates.....	36
16. Northeastern Planning Region - All Considered Natural Environment Candidates.....	36

	Following Page
17. Northeastern Planning Region - Existing Waterway Parks and Proposed Candidates.....	36
18. Northeastern Planning Region - All Considered Waterway Candidates.....	36
19. Northeastern Planning Region - Existing Nature Reserve Parks and Proposed Candidates.....	36
20. Northeastern Planning Region - All Considered Nature Reserve Candidates.....	36
21. Northeastern Planning Region - Existing Parks (All Classes) and Proposed Candidates (Wilderness, Natural Environment, Waterway and Nature Reserves)	36
22. Southern Planning Region - Existing Wilderness Parks and Proposed Candidates.....	37
23. Southern Planning Region - All Considered Wilderness Park Candidates.....	37
24. Southern Planning Region - Existing Natural Environment Parks and Proposed Candidates.....	37
25. Southern Planning Region - All Considered Natural Environment Park Candidates.....	37
26. Southern Planning Region - Existing Waterway Parks and Proposed Candidates.....	37
27. Southern Planning Region - All Considered Waterway Candidates.....	37
28. Southern Planning Region - Existing Nature Reserve Parks and Proposed Candidates.....	37
29. Southern Planning Region - All Considered Nature Reserve Candidates.....	37
30. Southern Planning Region - Existing Parks (All Classes) and Proposed Candidates (Wilderness, Natural Environment, Waterway, and Nature Reserves)	37

TABLES

<u>Title</u>	<u>Page</u>
1. Proposed Park Candidates Recommended for Public Discussion Northwestern Region	31, 32
2. Proposed Park Candidates Recommended for Public Discussion Northcentral Region	33, 34
3. Proposed Park Candidates Recommended for Public Discussion Northern Region	35
4. Proposed Park Candidates Recommended for Public Discussion Northeastern Region	36
5. Proposed Park Candidates Recommended for Public Discussion Southern Ontario	37
6. Number of Existing Parks and Proposed Park Candidates by Park Class - Northern Ontario	39
7. Number of Existing Parks and Proposed Park Candidates by Park Class - Southern Ontario	40
8. Existing and Proposed Candidates in Ontario	41
9. Ability to meet Recreation/Tourism Targets: 2001.....	43
10. Achievement of Protection Targets	44
11. Wilderness Class Target Achievement	47
12. Natural Environment and Waterway Class Target Achievement	48, 49
13. Nature Reserves Existing Parks and Proposed Candidates	53

FIGURES

<u>Title</u>	<u>Page</u>
1. Geological Time Scale for Park Representation	13
2. Contribution of Park Classes to Objectives of the Park System	18
3. Chronology of the Provincial Parks System Planning Process	21
4. Format of Base Level Data Sheets	56

APPENDICES

Appendix A Ontario Provincial Parks Policy

Appendix B 1. Protection of Provincially Significant Natural Areas: The Nature Reserves System
 2. Earth and Life Science - Regional System Assessment Summary

Appendix C Identification, Evaluation and Selection of Candidate Parks in the Northwestern Planning Region

Appendix D Selection and Evaluation Process for Candidate Parks in the Northeastern Planning Region

Appendix E Selection and Evaluation Process for Candidate Parks in the Southern Ontario Planning Region

Appendix F Summary Tables - Anticipated Resource Conflicts re: Proposed Candidates by Administrative Region

Appendix G Base Level Data Sheets - Proposed Candidates

Introduction

INTRODUCTION

The release of the Ministry of Natural Resources' strategic plans for northeastern and northwestern Ontario resulted in criticisms which directly or indirectly related to the parks program. Specific criticisms include:

- parks were proposed in areas where commitments had been made to other users with no apparent resolution of conflict;
- the Ministry appeared to have prematurely eliminated park options in the planning process, and therefore was presenting a proposed system with no consideration of options;
- park system planning and strategic planning appeared to be out of phase and were not adequately coordinated;
- the Ministry appeared to be continuing to sign forest management agreements which in the opinion of some, pre-empted the planning process - including parks planning.

As a result of these concerns, a Task Force was established to review the parks planning system, and to ensure a coordinated input of parks system planning into strategic planning across Ontario. The Task Force comprised:

R. M. Monzon	- Chairman Deputy Regional Director Northwestern Region, Kenora
M. Millar	- Supervisor Land Use Planning, Toronto
D. Boggs	- Manager Park Planning, Toronto
A. Houser	- Senior Planner Algonquin Region, Huntsville

Also seconded to the committee to assist in the preparation of this report, were: G. Moroz, Systems Planner, Algonquin Region; R. Running, Planner, Espanola District; and R. Anderson, Planner, Fort Frances District.

The Task Force was established in March, 1981, and given until

September, 1981, to report.

The Task Force was directed to focus on wilderness, natural environment, waterway, and nature reserve class parks, since these classes of park generally involved the greatest land area and potentially were subject to most controversy. Recreation and historical class parks were to be dealt with by the Task Force only to the extent that a review of these parks was necessary to an understanding of the total parks system.

As the work of the Task Force proceeded, the need to modify the original terms of reference became apparent and approval to do so was obtained from the Executive Planning Committee of the Ministry. The Task Force has therefore prepared a report which attempts to:

- 1) describe the relationship of parks system planning and strategic planning within the Ministry;
- 2) summarize the decision-making process which has resulted in the selection of the proposed park candidates across Ontario;
- 3) bring together for Ministry review those proposed park candidates which are being recommended for public review within the context of land use planning across Ontario;
- 4) outline the extent to which existing parks and the proposed candidates meet the objectives as stated in the Cabinet approved Parks Policy - 1978;
- 5) identify the nature and extent of conflicts associated with proposed park candidates.

Section I of the report, HISTORICAL REVIEW - PERSPECTIVE, deal with points 1 and 2. It discusses the Ministry's corporate planning and management system, land use planning, parks system planning, the relationship between system planning and strategic planning, and the decision-making process which resulted in specific park candidates being proposed for public discussion.

Section II, ANALYSIS, addresses points 3, 4, and 5. It highlights the candidates proposed by the Ministry, the degree to which those candidates meet park objectives, and conflicts and problems related to the proposed system.

Historical Review

I. HISTORICAL REVIEW-PERSPECTIVE

In order to effectively evaluate the criticisms which have been made concerning the proposed park system, it is necessary to briefly consider the total planning activity of the Ministry.

The section which follows attempts to identify the roles and relationship of the corporate planning system, land use planning, and park planning.

A. The Corporate Planning and Management System

The Ministry's Corporate Planning and Management System is designed to assist the Ministry in identifying the objectives to be achieved. It also addresses why, where, how, when and how well those objectives are achieved. The system is comprised of six parts:

Policy Planning

- determines what is to be achieved and why;
- determines roles, objectives, targets, strategies, standards, guidelines, rules and procedures; and,
- deals with both the short and long term with emphasis on the long term.

Land Use Planning

- identifies where, in a general sense, the Ministry resource programs are to occur; that is, where the objectives and targets will be met; and,
- provides the framework for long-term integrated resource management by allocating Crown land and water resources to achieve overall government objectives and by identifying private land requirements to achieve ministry objectives.

Resource Management Planning

- identifies how land and water, human and financial resources, and technical knowledge are to be specifically applied to achieve program targets,

Work Program Planning

- specifically identifies when. It defines what resources are to be applied in a single year to achieve approved output commitments.

Management Control and Evaluation

- monitors how well the annual output commitments are achieved; determines and directs necessary in-year adjustments; audits compliance with existing legislation, regulations, policies and directives; evaluates program effectiveness, efficiency, and the likelihood of achieving long term targets; assists in identifying policy requirements and/or revisions.

Human Resources Planning and Development

- determines overall Ministry human resource needs based on approved program policies; develops processes and sub-systems necessary to meet requirements.

The Park objectives approved by Cabinet are an example of policy planning. They identify what the Ministry wishes to achieve. Parks system planning, which has been carried out in conjunction with regional strategic land use planning, identifies the land and water requirements for the achievement of the approved parks objectives. In the land use planning process, park requirements are arrayed along with the land and water requirements of the other resource activities of the Ministry. Analysis is then carried out to determine if, on a collective basis, the land and water requirements of all the resource activities can be met.

Park master planning, which is carried out for individual parks, identifies specifically how each park will be developed and managed.

B. Land Use Planning Program

The land use planning program enables the Ministry to identify

where the Ministry hopes to meet its objectives. More specifically, the plans prepared will indicate how the Ministry wishes to use Crown land and water and how the Ministry intends to influence the use of private land in order to achieve its objectives. For Crown land, the Ministry must not only identify the land and water requirements for its own programs but also for all other government land using programs. As well, Ministry plans will identify the private land required for the achievement of MNR program objectives. This will necessitate intensive liaison with agencies such as the local municipalities, which control land use on private land.

To provide direction to the Ministry's land use planning program, "Guidelines for Land Use Planning" was published in 1974 and revised in 1980. These guidelines outline the principles of land use planning that are to be observed, and details a seven step process for the preparation of land use plans.

The seven steps in the land use planning process are generally carried out in three phases as follows:

Phase I	The establishment of terms of reference for the plan and the collection and analysis of background information - what is to be achieved (needs and wants) and what resources are available to achieve them.
Phase II	The identification of policy (Objectives and targets) and development of conceptual land use plans - refining the needs and wants into clear objectives and targets and determining where and under what circumstances they can be achieved.
Phase III	The preparation of the land use plan or strategy-refinement of the preferred option resulting from Phase II.

The steps and phases of the planning process are sequential. Furthermore the process may be interrupted to review previous steps or to refine or clarify points or issues.

The planning process is implemented through a hierarchy of planning areas in which broad decisions are made before detailed decisions and an overall context for decision making is understood. This type of planning framework is desirable to guarantee overall consistency and balance across the province.

The Ministry's planning areas are: the Province of Ontario; the three planning regions, Northwestern, Northeastern and Southern Ontario*, (Map 1) and the 47 administrative districts.

The purpose of the provincial plan is to give policy direction to the regions. The purpose of regional plans is to give policy direction and some land use designations to the districts. For example, the planning region should indicate the general location of all large wilderness areas. At the district level of planning, policy is translated into resource targets with the identification of discrete land and water requirements. The planning process is then complete.

For land use planning at the regional level, each Ministry program undertakes its own strategic planning. Taking the policy provided from provincial policy planning, programs refine their objectives and targets and determine the land and water requirements to achieve given targets. Parks system planning is an example of such refinement. Analysis (target testing) then determines whether there is enough land and water to achieve the targets of all programs combined.

If, at the regional planning level, it appears that the objectives of all programs are obtainable, targets are assigned to the districts where further testing occurs as

* To facilitate policy development and to ensure a standard approach to planning and liaison with other agencies, the Ministries administrative regions were grouped into three planning regions to be coincident with the TEIGA planning regions in effect at the time.



- REGIONAL OFFICES
- INTERNATIONAL BOUNDARY
- - - PROVINCIAL BOUNDARY
- PLANNING REGION BOUNDARY
- ADMINISTRATIVE REGION BOUNDARY

INDEX TO ADMINISTRATIVE REGIONS

- 1 NORTHWESTERN
- 2 NORTH CENTRAL
- 3 NORTHERN
- 4 NORTHEASTERN
- 5 ALGONQUIN
- 6 EASTERN
- 7 CENTRAL
- 8 SOUTHWESTERN

MAP I

PLANNING REGIONS AND
ADMINISTRATIVE REGIONS
Ministry of Natural Resources
Ontario

part of district planning. Based on this testing, some reallocation or changes in targets may be necessary. Where conflicts or shortages occur, the targets are or may be revised, or assumptions modified, so that the resulting concept plans all achieve the finally agreed upon targets.

The preferred concept plan is then refined into a draft plan. Since the land use plans are prepared to coordinate Ministry activities, managers will identify through the land use plans:

- those areas of land and water necessary for the achievement of specific program objectives
- restrictions that may be placed on specific program activities in certain areas in order that other objectives may be achieved or values protected.

Public participation is an essential part of the entire planning process. It provides an opportunity to assist in the accumulation of background information as well as to ensure that the adopted targets and the lands and waters designated to achieve them are socially acceptable.

C. Parks Policy

During the mid to late 1960's it became apparent that if the provincial parks system in Ontario was to most effectively meet provincial needs, the objectives of that program had to be clearly defined. It was furthermore recognized that to most effectively meet those objectives, a parks system had to be developed and implemented which provided for the wide range of recreation, tourism and protection activities which were considered part of the parks program mandate. This recognition of the need to more clearly define and develop the parks system occurred coincidentally with the need to more clearly define other program objectives and to conduct comprehensive land use planning.

As early as 1967 preliminary park objectives and a parks system comprising a number of classes of parks had been

defined. Refinements of the objectives and the system continued between 1967 and 1978 when Cabinet reviewed and approved a park policy for the Province. The policy provided a framework for park system planning and parks input to strategic and district planning in the province. This policy is consistent with and derived from the Ministry goal statement which is:

to provide opportunities for outdoor recreation and resource development for the continuous social and economic benefit of the people of Ontario and to administer, protect, and conserve public lands and waters.

The parks policy approved by Cabinet in 1978 was as follows:*

The goal of the provincial parks system is to provide a variety of outdoor recreation opportunities, and to protect provincially significant natural, cultural, and recreational environments, in a system of provincial parks.

The objectives of the provincial park system are:

Protection Objective

- *to protect provincially significant elements of the natural and cultural landscape of Ontario,*

Recreation Objective

- *to provide provincial park outdoor recreation opportunities ranging from high-intensity day use to low-intensity wilderness experiences,*

Heritage Objective

- *to provide opportunities for exploration and appreciation of the outdoor natural and cultural heritage of Ontario,*

* Appendix A

Tourism Objective

- *to provide Ontario's residents and out-of-Province visitors the opportunities to discover and experience the distinctive regions of the Province.*

The Cabinet approved principles to guide management of provincial parks system relate to permanence, distinctiveness, representation, variety, accessibility, coordination, system, classification and zoning.

Cabinet further approved six park classes; wilderness, natural environment, waterway, nature reserve, recreation and historical. This recognized that "no one park can be all things to all people" * and that collectively, the six park classes would be the means through which the park objectives would be realized. Cabinet also recommended that the general guidelines for recreation, tourism, protection, and heritage appreciation, as proposed by the Ministry, be adopted as the basis from which to prepare program planning options for future Cabinet consideration. It is the intention to present these options to Cabinet upon completion of systems planning and land use planning by the Ministry. Specific program and class targets for the parks program were not approved by Cabinet.

Concurrently with, and as background for the final preparation of the parks policy, park class administrative policies were proposed starting in 1975. Following the internal and inter-ministerial review in 1977, the process ultimately culminated in 1978 with the final approval of "Ontario Provincial Parks - Planning and Management Policies" by the Deputy Minister's Committee and approval by the Deputy Minister to print the document. Permission to release the document as approved policy for the Outdoor Recreation program was received from the Assistant Deputy Minister Policy and Priorities late in 1978.**

* Provincial Parks Policy

** See Fig. 3, p. 20

D. Parks System Planning Program

Systems planning involves the process of taking program objectives (as enunciated in the provincial park policy), compiling and analysing information, including resource inventory and needs, to establish targets to meet the objectives, and developing plans to achieve the targets established. The product of the systems planning process is the identification of specific resources and areas required to achieve objectives of the program.

In the context of the Ontario provincial parks system, systems planning has involved taking the four objectives defined by the provincial parks policy statement and the park classification system, defining targets for these four objectives and developing regional systems plans to achieve the targets.

The four objectives, and the six classes of the park system, form the basis upon which the analysis for and development/implementation of Provincial Parks in Ontario is based.

Both objectives and classes have targets attached to them. The two sets of targets are complementary and together provide a standard against which to measure the level of achievement of park objectives and adherence to management principles.

The park class targets, the protection targets and recreation opportunity targets, referred to in "Ontario Provincial Parks: Planning and Management Policies, however, are recognized as being "tentative" and subject to revision on the basis of testing.

For ease of understanding the objectives can be regrouped and subdivided into components for which targets can be developed, at the same time maintaining adherence to the principles of permanence, distinctiveness, representation, variety, accessibility and coordination. The regrouped objectives are

Protection/Heritage Appreciation and Recreation/Tourism. This regrouping provides a clearer breakdown of resource requirements by objective grouping. Specifically, Protection/Heritage Appreciation objectives require finite bio-geographic land areas for objective achievement; whereas Recreation/Tourism objectives are related to the population parameters of resident and non-resident origins and are not finite.

(i) Program Targets

Based upon the regrouped objectives more specific targets have been tentatively established by the Ministry for the provincial parks programs as follows:

Protection/Heritage Appreciation*

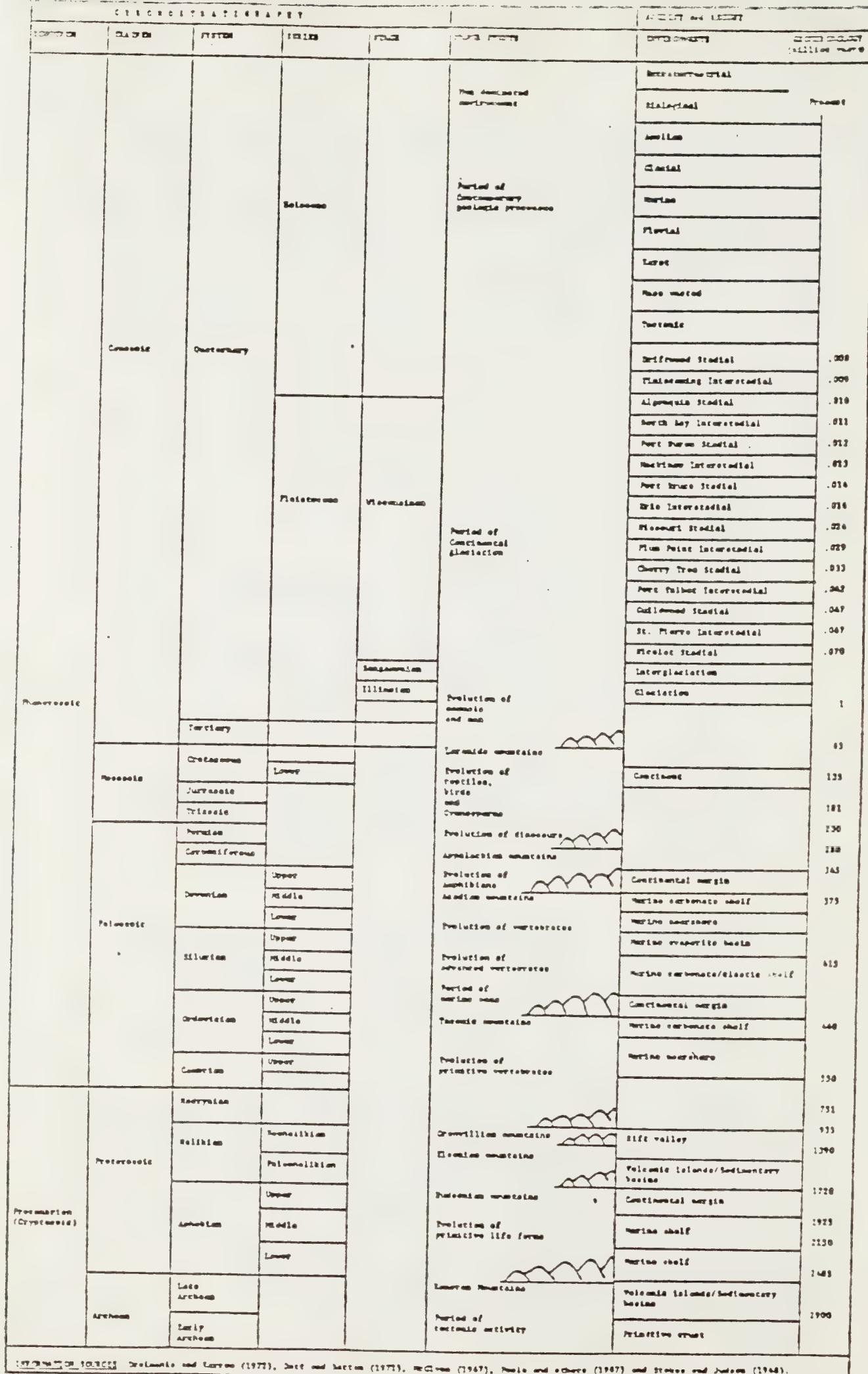
(a) Earth Science - The target is to protect a system of provincially significant, representative and special earth science features through representation of each unit of Ontario's earth science history.

A geological time scale which outlines thirty-three ancient and nine recent environments containing several hundred individual features has been developed (Figure 1). The target is to represent each of these site types.

(b) Life Science - The target is to protect a system of provincially significant life science features through representation of each vegetative site type in the fourteen site regions in Ontario.

The plant and animal communities which live in any area depend upon climate and soil conditions. A classification system has been adopted which attempts to define every combination of climate, soil texture, moisture condition and microclimate likely to be encountered in Ontario. The target is to protect a natural plant and animal community representing each

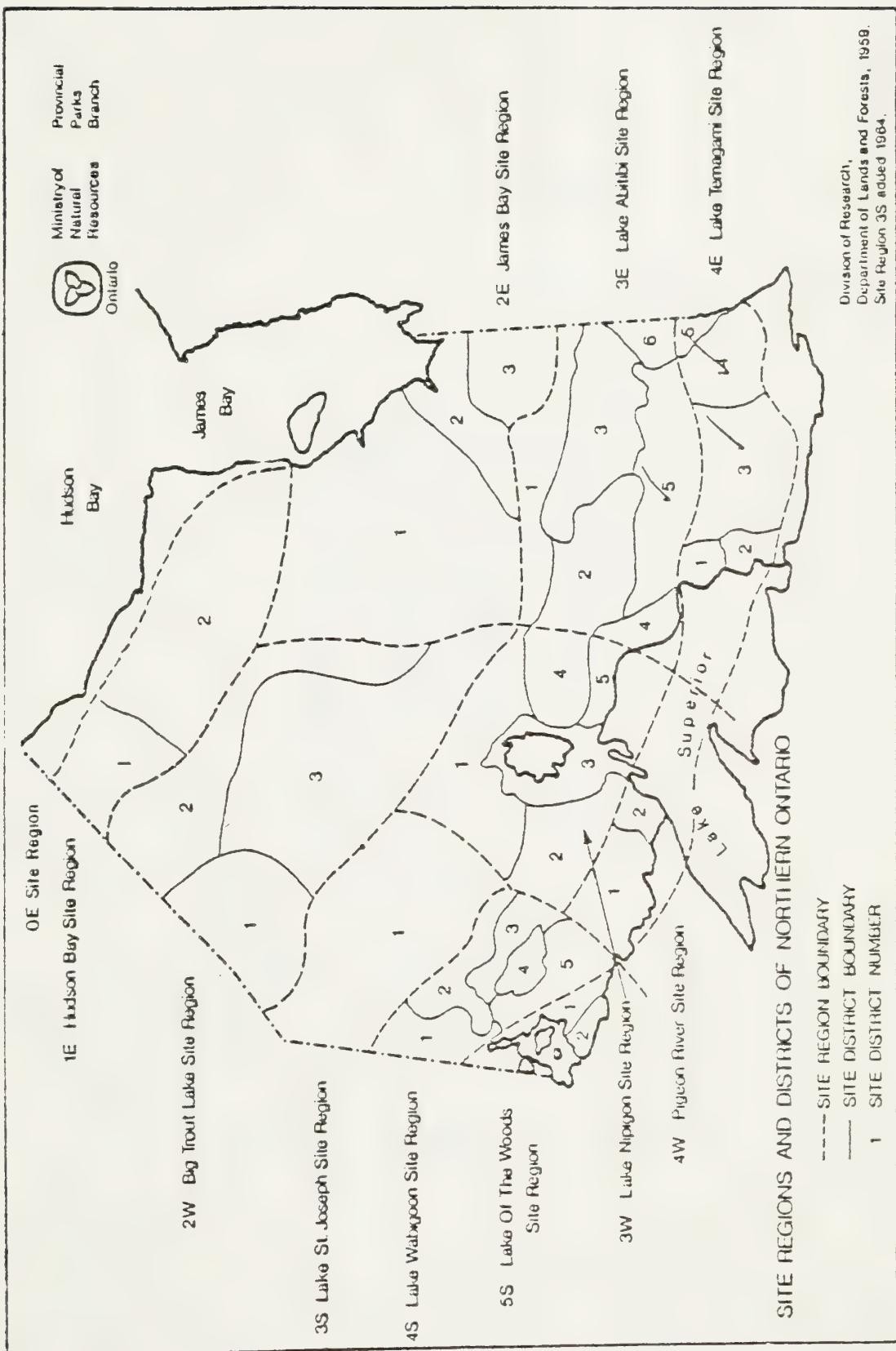
* See Appendix B for detailed discussion on the direction taken to achieve this objective.



Information sources: Geological Survey of Canada (1973), Dallimore and Morris (1971), Dart and Morris (1971), McElroy (1967), Muir and others (1967) and Stokes and Jackson (1968).

Figure 1. The Chronostratigraphic Relationships of Ontario's Ancient and Recent Environments

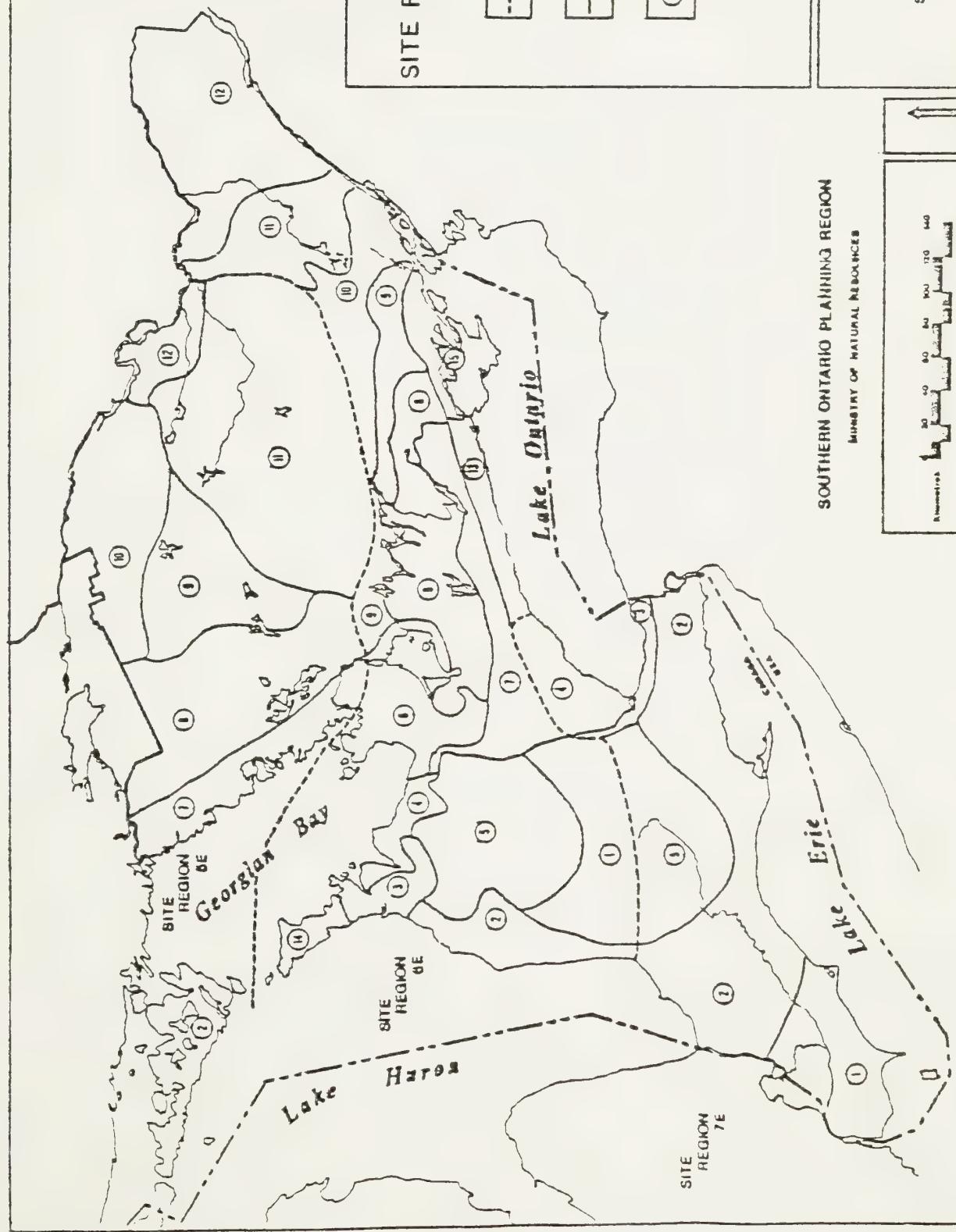
MAP 2



Division of Research,
Department of Lands and Forests, 1958.
Site Region 3S added 1964.

**MAP 3
SITE REGIONS AND DISTRICTS**

- [Dashed line] Site region boundary
- [Solid line] Site district boundary
- [Circle with number] Site district number



SITE REGIONS AND SITE DISTRICTS
IN SOUTHERN ONTARIO

of these site types in the province. The general division of the province into site regions and districts is presented in Map 2.

(c) Historical Resources - The target is to protect a system of provincially significant landscape related pre-historical and historical resources through representation of each theme and theme segment of Ontario history.

The opportunity exists within provincial parks to represent activities such as early mining operations and mining communities, logging and the early fur trade - all of which require extensive land areas, and where demonstration of these activities is most effectively achieved by maintaining an area in an undeveloped condition. Thirteen major historical themes and 115 theme segments have been identified. (e.g. Cobalt Silver Camp 1903 as a theme segment of the broader theme of mining and mining communities.)

Recreation and Tourism

Swimming and picnicking have been selected to represent day use activities which occur in parks. Car camping has been selected to represent extended use activities. Although other activities are important and are considered in more detailed planning of specific land areas, the three activities of picnicking, swimming and car camping are considered a good measure for systems and strategic planning. Canoe tripping has been selected as representative of the backcountry recreation activities which occur in provincial parks. Again, although other activities, such as hiking, occur and are important, canoe tripping is considered the measure for systems and strategic planning.

The targets assume that parks will continue to provide the same percentage of the total outdoor recreation opportunities available in the province in the future, as they did in 1976.

a) Day Use: Swimming - The proposed target is to provide the people of Ontario by the year 2001, an accessible basic supply of swimming opportunities in provincial parks comprising 0.92 opportunities per capita per annum (the 1976 mean supply), in southern Ontario. The northern Ontario target is 0.63 opportunities per capita per annum.

Picnicking - The proposed target is to provide to the people of Ontario by the year 2001 an accessible basic supply of picnicking opportunities in provincial parks comprising 0.53 opportunities per capita per annum (the 1976 mean supply) in southern Ontario. The northern Ontario target is 0.30 opportunities per capita per annum.

b) Extended Use:

Car Camping - The proposed target is to provide to the year 2001, to the people of Ontario, an accessible basic supply of camping opportunities comprising 0.42 opportunities per capita per annum (the 1976 mean supply) in southern Ontario. The northern Ontario target is 0.53 opportunities per capita per annum.

Canoe Tripping - The proposed target is to provide to the year 2001, 0.043 opportunities per capita per year within one day's drive of southern Ontario, and to provide for a maximum of 0.45 opportunities per capita per annum and an additional 25 percent share for non-residents in northern Ontario. The target assumes that all future demands for wilderness recreation and 50 percent of the target for non-wilderness backcountry recreation should be provided within provincial parks.

All of the parks objectives and associated targets require specific land and water areas if they are to be met. Although many of the objectives can be met from the same area, clearly certain of the targets are incompatible. For example, provision of intensive recreation is not compatible with protection of certain botanical features.

(ii) Class Targets

To assist in the achievement of parks objectives, provincial parks in Ontario have been divided into six classes; wilderness, natural environment, nature reserves, waterway, recreation and historical. The classification is intended

- (a) to describe the role of individual parks in achieving the objectives of the provincial park system;
- (b) to provide a basis for management of diverse resources in the system and to encourage a greater public understanding of the various roles of parks;
- (c) to enable managers to provide a diversity of satisfying experiences to individuals.

A description of the classes is as follows:

Wilderness parks are substantial areas where the forces of nature are premitted to function freely and where visitors travel by non-mechanized means and experience expansive solitude, challenge and personal integration with nature.

Natural environment parks incorporate outstanding recreational landscapes with representative natural features and historical resources to provide high quality recreational and educational experiences.

Waterway parks incorporate outstanding recreation water routes with representative natural features and historical resources to provide high quality recreational and educational experiences.

Recreation parks are areas which support a wide variety of outdoor recreation opportunities for large numbers of people in attractive surroundings.

Nature reserves are areas selected to represent the distinctive natural habitats and landforms of the Province, and are protected for educational purposes and as gene pools for research to benefit present and future generations.

Historical parks are areas selected to represent the distinctive historical resources of the Province in open space settings, and are protected for interpretive, educational and research purposes.

The contribution of each park class to the achievement of parks objectives is presented in Figure 2. As can be seen, each class contributes to the achievement of specific objectives through the zones found within those classes. However, only one class of park can potentially contribute to the achievement of all objectives - natural environment. Other classes have a more restricted role in achieving specific objectives. For example, nature reserve parks contribute primarily to the achievement of the protection objective.

The criteria which have been used in developing targets for each class of parks in the parks system are:

- to the extent possible, objectives should be met from the same area of land. Specifically, recreation should be provided in the same area as protection objectives are met.
- protection objectives should be met to the extent possible, through the designation of large areas within which large number of site types and features can be protected.

It must be recognized that those classes of parks whose primary function it is to protect representative landscapes, also provide the majority of the recreational opportunities. The recreation class parks will in future be called upon to provide only the residual day-use and camping opportunities which cannot be provided for when all other classes of parks are in place. These will represent a relatively small increment to the system.

The document "Ontario Provincial Parks: Planning and Management Policies", set out class targets for each of the six park classes. The intent was to present policies to assist managers, planners, and public in understanding the size and diversity of the system being proposed. These policies relate to the park program objectives approved by the Cabinet

CONTRIBUTION OF PARK CLASSES TO OBJECTIVES OF PARK SYSTEM

PARK CLASS	OBJECTIVES			
	PROTECTION	RECREATION	HERITAGE APPRECIATION	TOURISM
WILDERNESS	protects system of provincially significant wilderness environments (i.e. un-disturbed natural landscapes)	provides wilderness back-country travel and camping opportunities	provides opportunities for individual exploration and appreciation of province's wilderness heritage	provides opportunities for Ontarians and other visitors to experience wilderness travel/appreciation
NATURE RESERVE	protects system of provincially significant special and representative earth and life sciences features		provides opportunities for appreciation, education and interpretation related to province's earth and life science heritage	
HISTORICAL	protects system of provincially significant special and representative prehistoric resources		provides opportunities for exploration, appreciation and education related to the character and significance of historical parks	
NATURAL ENVIRONMENT	protects a system of provincially significant natural environments with natural, cultural and recreational features	provides day-use and facility based camping in areas of outstanding recreational potential in a natural setting and also back-country travel and camping	provides opportunities for exploration, appreciation and education related to natural and cultural features and the character and significance of natural environment parks	provides opportunities for Ontarians and other visitors with opportunities to discover and experience distinctive regions of the province
WATERWAY	protects system of provincially significant waterway with significant natural, cultural and recreational features	provides day-use and facility based camping in areas of outstanding recreational potential and also back-country travel and camping	provides opportunities for exploration, appreciation and education related to natural and cultural features and the character and significance of waterway parks	provides opportunities for Ontarians and other visitors to discover and experience distinctive regions of the province
RECREATION				provides opportunities for exploration, appreciation and education based on the character and significance of recreation parks

in 1978.

It must be recognized that the class targets contained in "Ontario Provincial Parks: Planning and Management Policies", represent a means of achieving the specific park program objectives of Protection/Heritage Appreciation, and Recreation/Tourism.

Within this context, the class targets proposed are as follows:

Wilderness Class Target is one wilderness park of at least 50,000 hectares and one wilderness zone of at least 2,000 hectares in another class of park (e.g. natural environment) per site region. (14)

Natural Environment Class Target is to represent each of the site districts (67) in Ontario with a natural environment park with a minimum area of 2,000 hectares.

Waterway Class Target is to represent each of the site districts (67) in Ontario with a waterway park.

Nature Reserve Class Target is to establish "Provincial nature reserves" where necessary to protect representative earth and life science landscapes and features.

Historical Class Target is to establish historical class parks where necessary to protect representative and significant landscape related historical themes.

Recreation Class Target is to establish recreation class parks or provincially significant recreational landscapes to provide opportunities, facilities and services required by the population regions of Ontario.

The Systems Planning Program

The approach to provincial park systems planning in Ontario was outlined initially in a report entitled, "Regional Outdoor Recreation Systems Planning". That report recommended

a methodology and a time schedule for systems planning.

It recommended a three year (extended one year) inventory and analysis program for earth/life science, historical, and recreational resources. The analysis was to be completed on a regional basis with the final product being a "regional parks system plan" with a planning horizon of the year 2001.

The Regional System Plans were to be developed in three distinct phases, commencing in 1977. The first phase (1977-1978) was a comprehensive assessment of the ability and effectiveness of the established provincial park system in the Regions to satisfy park system objectives. Gaps and deficiencies were identified on the basis of an evaluation of the parks and park reserves which existed at the time. The second phase of the program (1979-1980) consisted of appraising the landscapes of the Regions to determine their capability to fill the identified gaps in the system. The final phase was to constitute preparation of the actual systems plans complete with priorities and schedule for implementation.

The chronology of the park system planning process since 1976 is presented in Figure 3.

Supporting research and analysis has occurred at both the provincial and regional levels. Some of the major studies are:

(1) Provincial Policy and Direction

- "Ontario Provincial Parks: Planning and Management Policies" - approved by Policy and Priorities Committee - MNR 1978

This document consists of six units, each of which can stand on its own as an independent document. Each unit deals with an individual class of parks. The philosophy and history of each class is detailed, and the policy basis for that class is set out. Then follow long range planning policies for the development of that class as a whole.

FIGURE 3

CHRONOLOGY OF THE
PROVINCIAL PARK SYSTEMS PLANNING PROCESS
SINCE 1976

- 1976 Initial work in developing park system targets
- 1977 Report completed on "Regional Outdoor Recreation Systems Planning".
- 1977 Commencement of 3-year program to undertake provincial park systems planning on regional and provincial basis.
- 1977 Contract planners added in Eastern and Northwestern Regions to undertake systems planning work. Resource specialists added to undertake earth and life science inventories.
- 1977-1978 Projects to develop regional targets for recreation/tourism and protection/heritage appreciation objectives of provincial parks policy.
- 1977-1981 Ongoing work to inventory earth and life science features
- 1978 "Ontario Provincial Parks - Planning and Management Policies" approved by Deputy Ministers Committee MNR.
- 1978-1980 Ongoing refinements to regional targets.
- 1979 Submission of Phase 2 Regional Systems Plans evaluating existing regional systems and identifying needs.
- 1980 Preparation of Phase 2 Regional Systems Plans detailing proposed regional park systems.
- Mar. 31 1981 Target date for submission of Phase 2 Regional Systems Plans.

Finally, master planning, development and management policies applicable to individual parks within that class are set out. The scheme outlined in this document will be the principal organizational tool in the implementation of the Provincial Parks Policy approved by Cabinet on May 9, 1978.

Therefore, Planning and Management Policies has been designed to be of particular use to park planners and managers involved in the planning, development, and management of individual Provincial Parks.

The targets for representation of the classes of parks as identified in Part II, Systems Planning Policies, for each class are tentative only. The material on representation and evaluation represents the present "state of the art" as developed in Provincial Parks Branch. The level of service to be provided and the distribution of new Provincial Parks is subject to approval by Cabinet.

(2) Development of Protection/Heritage Appreciation Frameworks

- A Framework for the Classification, Selection and Protection of Life Science Features in Ontario

This report outlines the terrestrial biological diversity of Ontario, and establishes a framework to direct and measure efforts to conserve representative and unique elements of our biological heritage. It presents a rationale for the conservation of ecosystems, flora and fauna in Ontario based on traditional arguments for biological conservation.

The report also presents a brief synopsis of ecosystem and organism classification principles as a basis to develop biological conservation strategies and priorities in Ontario.

Finally, it defines four life science units as a basis to guide gene pool and ecosystem representation: populations/taxa of flora and fauna, biotic communities, physiographic site types (vegetative habitats) and vegetation/landform systems termed biophysiological units. Criteria to guide the selection of candidate areas to represent the four life science units are reviewed, followed by an outline of survey levels to select and describe ecological reserves. A comparative evaluation scheme based on ecosystem and taxa representation, protection capability, scientific and educational value and land alienation is introduced to prioritize candidate ecological reserves for protection.

- A Framework for the Classification, Selection and Protection of Earth Science Features in Ontario

This report outlines a strategy to achieve protection and wise use for the province's earth science features.

The first part represents a brief rationale for and history of earth science conservation, a framework for the identification and selection of representative and significant earth science features and a series of alternative strategies to achieve protection.

The second part outlines the earth science features and environments that are representative of Ontario's earth science history and diversity. Together, these parts provide a benchmark against which the protection objectives of the Ministry and the Provincial Parks system can be measured.

- A Topical Organization of Ontario History

This report is generally intended to furnish the theoretical framework for the entire historical systems planning process. It focuses on provincially significant

phenomena which occurred within the present administrative boundaries of Ontario and describes the organizational concepts of "Conceptual Areas" and "Theme Segments".

(3) Candidate Evaluation Studies

- Preliminary Evaluation of Ontario's Waterways For Provincial Park Purposes

This report outlines a method for selecting potential candidate waterway parks, and a method for evaluating the degree to which they contribute to the achievement of recreation, historic, and nature appreciation targets. The report also rates 193 waterways and waterway segments with outstanding potential in the eight administrative regions according to their promise for further investigation by the regions.

(4) Regional Recreation Target Development

Two projects were undertaken in this regard to develop provincial and MNR regional targets for day use and car camping in provincial parks.

- Targets for Car Camping and Day Use in the Provincial Park System in Southern Ontario, April, 1978

This project analysed recreation supply and demand information in southern Ontario.

- Recreation and Tourism Targets for Car Camping and Day Use in Northern Ontario Provincial Parks, March 1980

This study was carried out for northern Ontario. Similar data was used in the approach, however a less sophisticated approach was used to deal with the simpler problems of allocating supply to demand centres.

(5) • Backcountry Travel Targets for the Ontario Provincial Parks System, May, 1980

Provincial efforts also involved development of regional backcountry travel targets for the Ontario provincial park system. This project, undertook to define targets for backcountry travel in provincial parks to the year 2001. The project included an inventory of supply of backcountry opportunities within and outside parks. Participation trends and existing and potential supply both within and outside of the provincial park system were utilized to define target options for both high quality wilderness supply as well as lower quality non-wilderness supply. Several revisions have been made to the targets contained in the initial report.

The thrust of all regional systems planning was to develop a park system which could meet the park program objectives.

A major component of the regional systems planning exercise was the identification and selection of candidate nature reserves or sites with significant biological and geological features. The process to identify and select candidates has two phases. Phase One is a reconnaissance of parklands to identify potential candidates in existing parks, park reserves and wilderness areas.* Phase Two is a reconnaissance of non-parklands to identify potential candidates outside of existing parks and reserves to make up deficits revealed in Phase One. All regions in Ontario have completed the evaluation of existing parks and park reserves. Inventory and evaluation of non-park areas has been completed in Northwestern, North Central, Algonquin and part of the Hudson Bay Lowlands of the Northern Administrative Region. Identification of sites is incomplete in Southwestern, Central, Eastern, Northeastern and the remainder of Northern Administrative Region.

* as identified in the Wilderness Areas Act

The inventory of historical resources is incomplete in all regions. The identification of candidate recreation class parks is incomplete in some regions.

Draft parks system plans have been prepared for all regions, although to varying degrees all are incomplete.

In the preparation of the regional system plans, there have been some modification of the policies set out in Ontario's Provincial Parks: Planning and Management Policies". These were seen as necessary given local (Regional) circumstances.

(a) Southern Ontario

- (1) efforts to achieve the earth and life science target have been diverted towards providing the best possible representation of remnant undisturbed landscapes and features rather than attempting to represent each of the site-types in Maycock's theoretical matrix.*
- (2) the minimum area standard for natural environment parks has been reduced to 600 hectares to reflect the areas of available suitable land.
- (3) natural environment representation in some site districts may be achieved or contributed by other public agencies.
- (4) waterway class representation has been adjusted to include the provision of access to provincially significant resources rather than encompassing entire watercourses. This was necessitated by the fact that many waterways in southern Ontario flow through private lands or other public jurisdictions (e.g. Parks Canada, C.O.R.T.S., Conservation Authorities, Park Commissions). Furthermore, it was accepted that representation of resources and features could be achieved through the contribution of other public agencies where those agencies either owned or were in the best position to protect or acquire the desired feature(s).
- (5) although earth/life science and historical resources receive the most effective protection through

* An expansion and refinement of the Hills Land classification system.

provincial parks, the large amount of private land in southern Ontario necessitates the participation of other public agencies and even private landowners to ensure adequate representation of the limited natural resource base in southern Ontario.

- (6) a variety of means will be developed to meet specific recreational opportunities by the private sector. e.g. delivery of certain recreation opportunities in parks by private sector.

(b) Northern Ontario

- (1) natural environment park classes are not currently identified in those site districts where they are not needed for recreation purposes. In these site districts protection and representation may be achieved through large nature reserve or wilderness parks.
- (2) waterway park classes are not currently identified in every site district in far north. Again, representation/protection will be provided in other classes of parks.
- (3) wilderness class parks are not currently identified in every site region. It is felt that in some cases two site regions can be advantageously represented by one wilderness park (e.g. Northwestern Region) and recreation targets can be met elsewhere within an adjacent site region within the same administrative region.
- (4) recreation targets for day use and some extended use activities have been revised downwards in the Northeastern Region to reflect the realities of the anticipated future demand for such activities.

E. Parks Input to Strategic Planning

The strategic planning program was initiated in the Ministry in 1972. A provincial overview statement, the Ontario Strategic Land Use Plan (OSLUP) was prepared which attempted to summarize the objectives and targets of each of the Ministry's programs at a provincial level. Also included were other government policies which impact on M.N.R. objectives. This was a very preliminary document since prior to 1972 very few programs had attempted to develop long term objectives - still fewer had

received Ministerial approval for a proposed long term direction.

Where possible, the provincial objectives and targets were divided up among the three Ministry planning regions, Northwestern, Northeastern, and Southern Ontario, and subsequently among the eight administrative regions. No areas were allocated for specific uses but significant areas such as the Hudson Bay Lowland, were highlighted. OSLUP is presently being revised and has not been publicly released.

Preparation of regional strategic plans for the Northwestern, Northeastern and Southern Ontario Planning Regions was also initiated in 1972. Planning proceeded most rapidly in Northwestern Ontario (Northwest and North Central Administrative Regions), resulting in completion of a background report in 1974 and a proposed policies report in 1977. Planning proceeded more slowly in Southern and Northeastern Ontario and consequently background reports were not completed until 1976 and 1978 respectively and proposed policy reports until 1980 and 1978 respectively.¹

As noted earlier, parks policy (objectives and principles) was not approved by Cabinet until 1978 and regional systems plans for the parks program are only now nearing completion, although major efforts in system planning were underway in 1977.

Consequently, although the parks and recreation program was actively involved in strategic planning throughout the province, its participation was severely hampered prior to 1978.

New park proposals in the Northwestern Region were identified largely through the significant inventory work conducted in connection with the West Patricia Land Use Plan (WPLUP). Parks

1. A proposed policies report, per se, was not produced in the Northeast Region. The report, "Background Information and Approach to Policy", prepared in 1978 was felt to adequately provide both background and proposed policies.

system candidates which resulted from this and other surveys were not fully identified until 1981, and therefore were not incorporated into the public release of Northwestern SLUP (1980). As a consequence, an inconsistency existed between the system planning candidates and those put forward in the draft - Northwestern SLUP.

While this inconsistency is not normally associated with the identification of new park candidates, there is the related problem that, because of the identification of "new park candidates", the objectives of other resource users (e.g. forest industries, mining, tourism, etc) are perceived to be compromised. The extent to which these perceptions are correct or incorrect varies within each of the planning regions.

In Southern and Northeastern Ontario, strategic planning progressed more slowly. In the Northeastern region, a large number of existing parks and park reserves were in place and available to meet a large portion of the parks program objectives assigned to the region. Thus a large amount of original inventory work was not required. In the Northwest the number of existing parks and park reserves were fewer and did not contribute substantially to the achievement of parks objectives. The Southern Ontario planning region released their "Proposed Policy" package in 1979 and draft plan (Co-ordinated Program Strategy for Southern Ontario) in 1981. However the need for additional candidates to meet park planning targets was not addressed in detail. In addition, the absence of a plan map in the draft plan prevented the identification of any candidate park areas.

Analysis

II ANALYSIS

A. The Existing Parks and Proposed Park Candidates

Through parks system and strategic planning, the Ministry has evaluated the options for achieving parks objectives, and has identified a number of proposed candidates for discussion in the context of District planning.

The tables 1 to 5 provide for each administrative region a complete listing of the proposed candidates (by class), being recommended for discussion in the context of land use planning. In addition, maps are provided for each planning region which indicate by classification:

- a) the existing parks and the proposed park candidates being recommended for public review;

AND

- b) the candidates which were reviewed in the process of arriving at the proposed candidates.

The degree to which these proposals achieve the overall park program objectives is discussed in a subsequent section.

A detailed description of the evaluation carried out in the administrative Regions is contained in Appendices C, D, and E of this report. These describe in some detail:

- a) the regional park program targets assigned for natural environment nature reserves, wilderness, and waterway parks;
- b) the contributions that existing parks make towards meeting these targets;
- c) the gaps in the current park system which need to be filled to satisfy these targets for the year 2001;
- d) the process by which park candidates intended to fill gaps in the existing park system were identified, evaluated, and selected;
- e) the categorization of candidate parks based on the nature

TABLE 1

PROPOSED PARK CANDIDATES RECOMMENDED
FOR PUBLIC DISCUSSION
NORTHWESTERN REGION

<u>WILDERNESS</u>	<u>DISTRICT</u>
Woodland Caribou	Red Lake
Opasquia	Red Lake
Aulneau	Kenora
<u>NATURAL ENVIRONMENT *</u>	
Teggau - Winnange	Dryden
Pakwash	Red Lake
Sandpoint Island (R)	Fort Frances
Lake of the Woods	Fort Frances
Medcalf Lake	Sioux Lookout
<u>WATERWAY</u>	
Turtle River	Fort Frances
Pipestone River North	Sioux Lookout
Pipestone River South	Sioux Lookout
Severn River	Sioux Lookout
Albany River	Sioux Lookout
Brightsands & Little Metionga River	Ignace
English River East	Ignace
<u>HISTORICAL</u>	
Goldrock	Dryden
Manitou Mounds	Fort Frances
<u>NATURE RESERVE</u>	
Sachigo Hills	Red Lake
Kakiwi River	Sioux Lookout
Kaneesose Lake	Sioux Lookout
Goose River	Sioux Lookout
Wunnummin Hill	Sioux Lookout
Waterous Lake	Sioux Lookout
Wharram Lake	Sioux Lookout
Cattral	Sioux Lookout
Nango Lake	Sioux Lookout
Agutua Lake	Sioux Lookout
Gonyea Lake	Sioux Lookout
Flanagan River	Red Lake
Roseberry Lake	Red Lake

Table 1 (cont'd)

<u>NATURE RESERVE</u>	(cont'd)	<u>DISTRICT</u>
Cobham Lake		Red Lake
Apps Lake		Red Lake
Mix Lake		Red Lake
Windfall Creek		Red Lake
Trout Lake (R)		Red Lake
Kishikas Lake		Red Lake
Foaming Creek		Sioux Lookout
Bow River		Sioux Lookout
Fawcett Lake		Sioux Lookout
Whitemud River		Sioux Lookout
Windigo Point		Sioux Lookout
St. Raphael		Sioux Lookout
Lola Lake		Dryden
Butler Lake		Ignace
Wabigoon River		Dryden
Bonheur		Ignace
Rainy River Peatlands (3 separate areas)		Fort Frances
Manomin		Fort Frances
Carpenter Twp.		Fort Frances
Sable Island		Fort Frances
Minnitaki Kames		Sioux Lookout

(R) Park or Crown Reserve

* Ojibway and Sandbar are presently recreation class parks but a change in classification to Natural Environment is being proposed

Table 2

PROPOSED PARK CANDIDATES RECOMMENDED
FOR PUBLIC DISCUSSION
NORTHCENTRAL REGION

<u>WILDERNESS</u>	<u>DISTRICT</u>
Whitewater	Nipigon
<u>NATURAL ENVIRONMENT</u>	
Silver Falls (R)	Thunder Bay
Middle Falls (R)	Thunder Bay
Kashabowie (R)	Thunder Bay
White Otter (R)	Atikokan
<u>WATERWAY</u>	
Albany River	Geraldton
Winisk River (Existing Park but boundary change recommended)	Geraldton
Black Sturgeon River	Nipigon
Attawapiskat River	Geraldton
Brightsands River	Ignace/Thunder Bay
Kopka River	Thunder Bay/Nipigon
Little Current River	Geraldton
Mooseland/Gull River	Thunder Bay
Allanwater/Caribou River	Nipigon
Steel River	Geraldton/Terrace Bay
Drowning River	Geraldton
La Verendrye River (R)	Thunder Bay
<u>NATURE RESERVE</u>	
Black Bay Peninsula	Nipigon
West Bay	Nipigon
Windigo Bay	Nipigon
Sedgman	Nipigon
Metionga	Thunder Bay
Mokoman	Thunder Bay
Edward Island	Thunder Bay
Gull River	Thunder Bay
Square Top Mountain	Thunder Bay
Stanley Bur Oak	Thunder Bay
Upsala Peatlands (Trewartha)	Thunder Bay
Whitefish Lake - West End	Thunder Bay
Thompson Island	Thunder Bay
Craig's Pit	Terrace Bay
Slate Islands	Terrace Bay
Poilu-Upper Twin Lakes	Geraldton
Mistassini	Geraldton
Machawaian	Geraldton

Table 2 (cont'd)

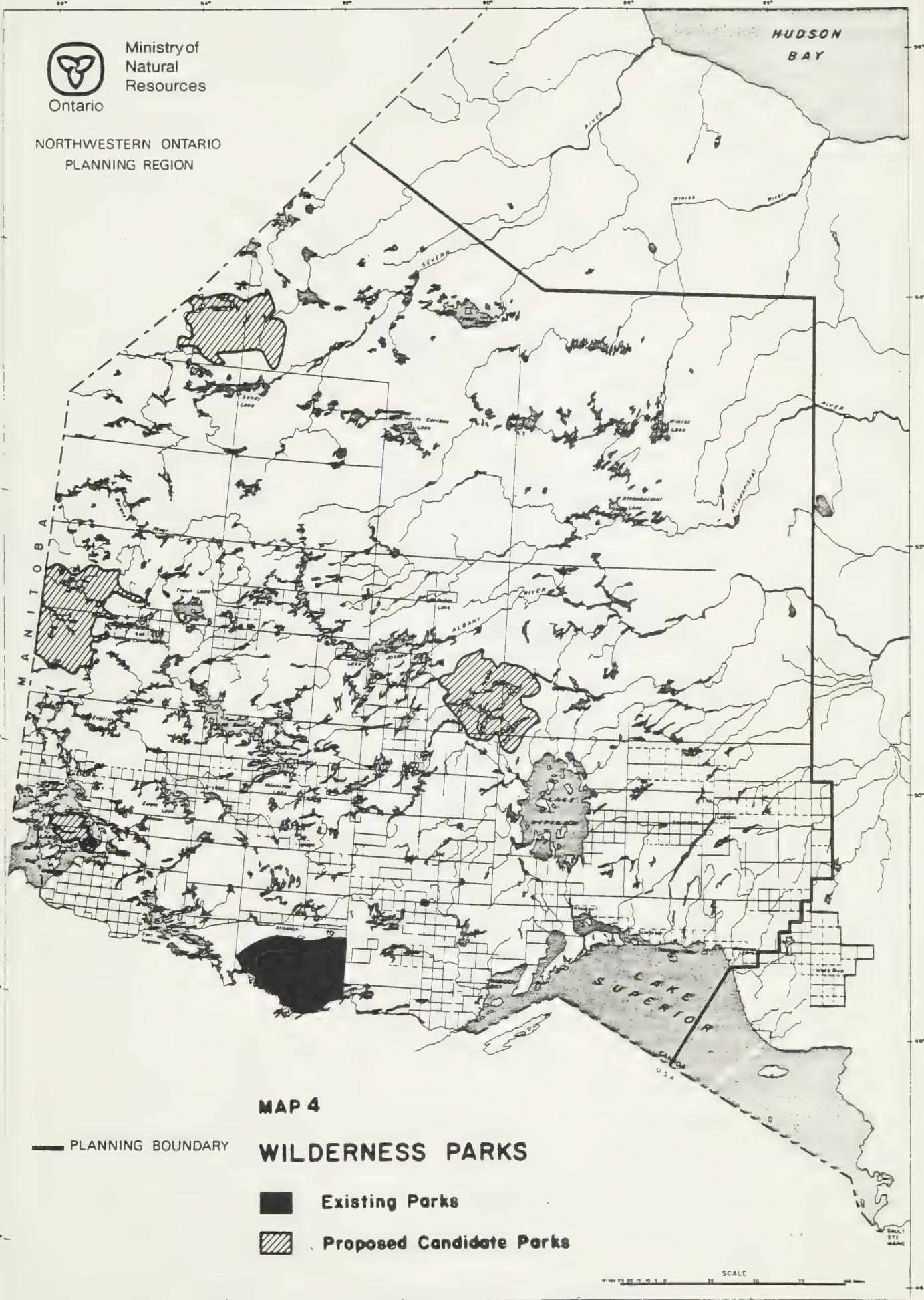
<u>NATURE RESERVE</u>	(cont'd)	<u>DISTRICT</u>
Matawin River		Thunder Bay
Burchell Lake		Thunder Bay
Obashi Lake		Geraldton
Byrne		Geraldton
Mackenzie		Thunder Bay
Wapikopa		Geraldton
Pantagruel Creek		Nipigon
Kabitotikwia River		Nipigon
Humboldt Bay Park Reserve		Nipigon
Fraleigh Lake		Thunder Bay
Devon Road Mesa		Thunder Bay
Thompson Lake		Thunder Bay
Pigeon River Clay Plain		Thunder Bay
Spar Island		Thunder Bay
Pic River Mouth		Terrace Bay
Prairie River Mouth		Terrace Bay
Terrace Bay Kettle Holes		Terrace Bay
Gravel River		Terrace Bay/Nipigon
Dickson's Quarry		Thunder Bay
Arrowhead Peninsula Park Reserve		Thunder Bay
Bowman Island		Nipigon
Intola		Thunder Bay
Loon Lake		Thunder Bay
Swamp Creek		Thunder Bay
Whitefish Lake		Thunder Bay
Thunder Bay Lookout		Thunder Bay
Russell Point		Thunder Bay
Sitch Creek		Thunder Bay
Pass Lake		Thunder Bay
Pearson Township		Thunder Bay
Pie Island		Thunder Bay
Mosquito Creek		Thunder Bay
Nolalu		Thunder Bay
Pardee Township		Thunder Bay
Slate River		Thunder Bay
Channel Island		Terrace Bay
Cobinosh Island		Terrace Bay
Santoy Lake Kettle Holes		Terrace Bay
Red Sucker Point		Terrace Bay
Kama Hill		Nipigon
Kama Hill		Nipigon
Paradise Island		Nipigon
Puff Island		Nipigon
Shesheeb Bay		Nipigon
Albert Lake Mesa		Nipigon
Tabasokwia	{	Geraldton
Last Cedar Lake	}	Geraldton
	Zones proposed for Winisk Waterway Park	

(R) Park or Crown Reserve



Ministry of
Natural
Resources
Ontario

NORTHWESTERN ONTARIO
PLANNING REGION

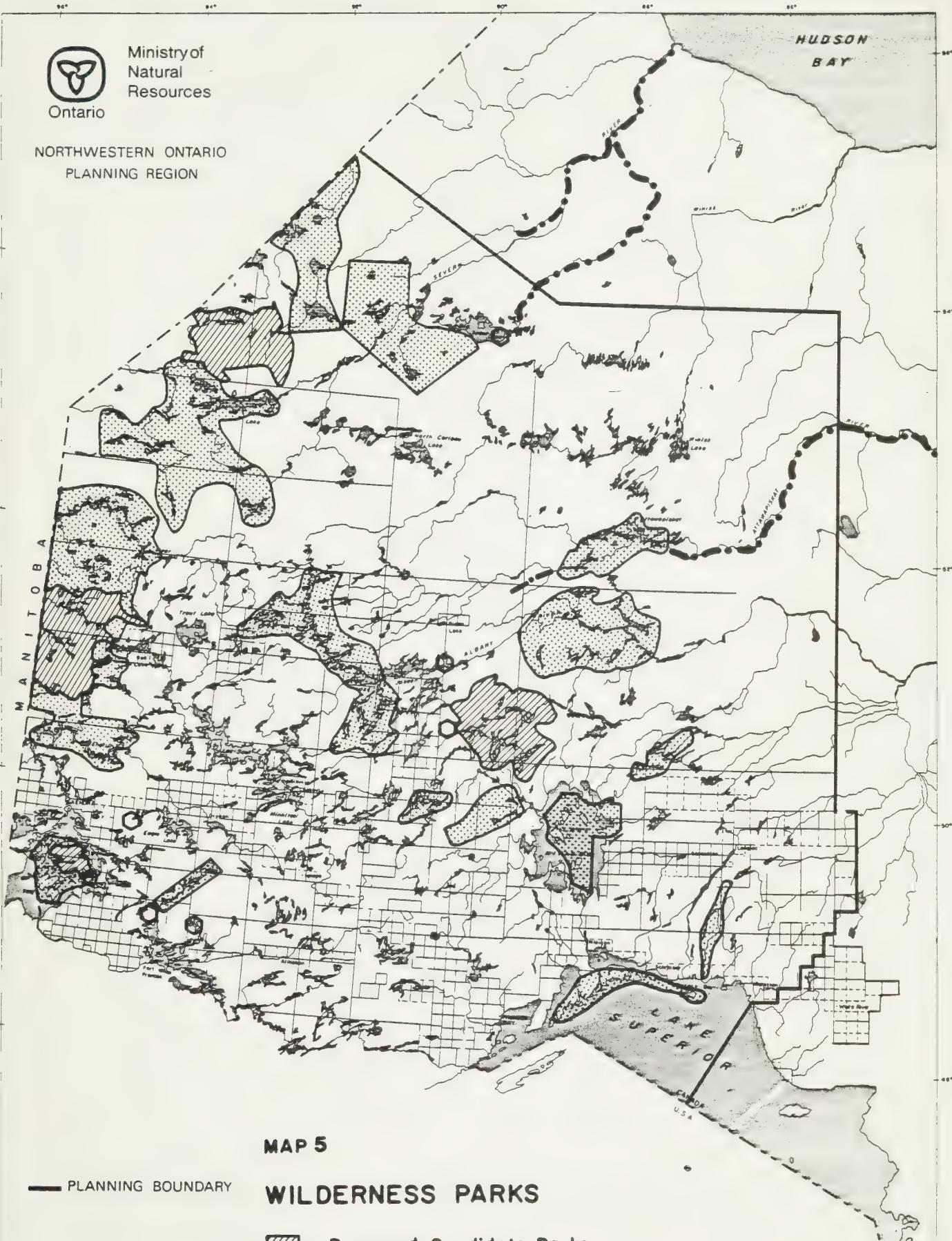




Ministry of
Natural
Resources

Ontario

NORTHWESTERN ONTARIO
PLANNING REGION



MAP 5

WILDERNESS PARKS

Proposed Candidate Parks

Other Candidate Parks

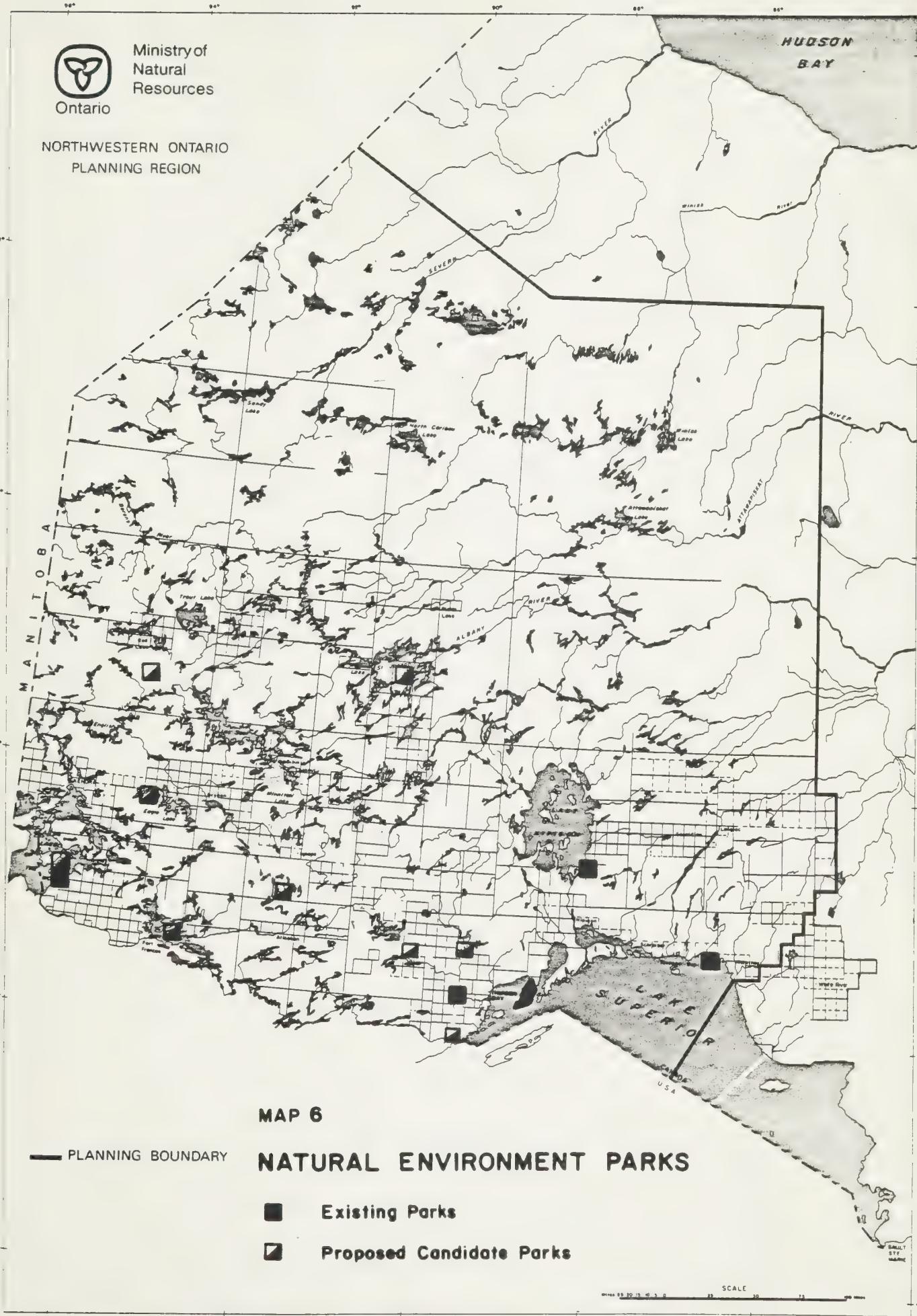
WILSON 93-20-10-3-0 0 SCALE 10 20 30 40 50 60 70 80 90 100

46°



Ministry of
Natural
Resources

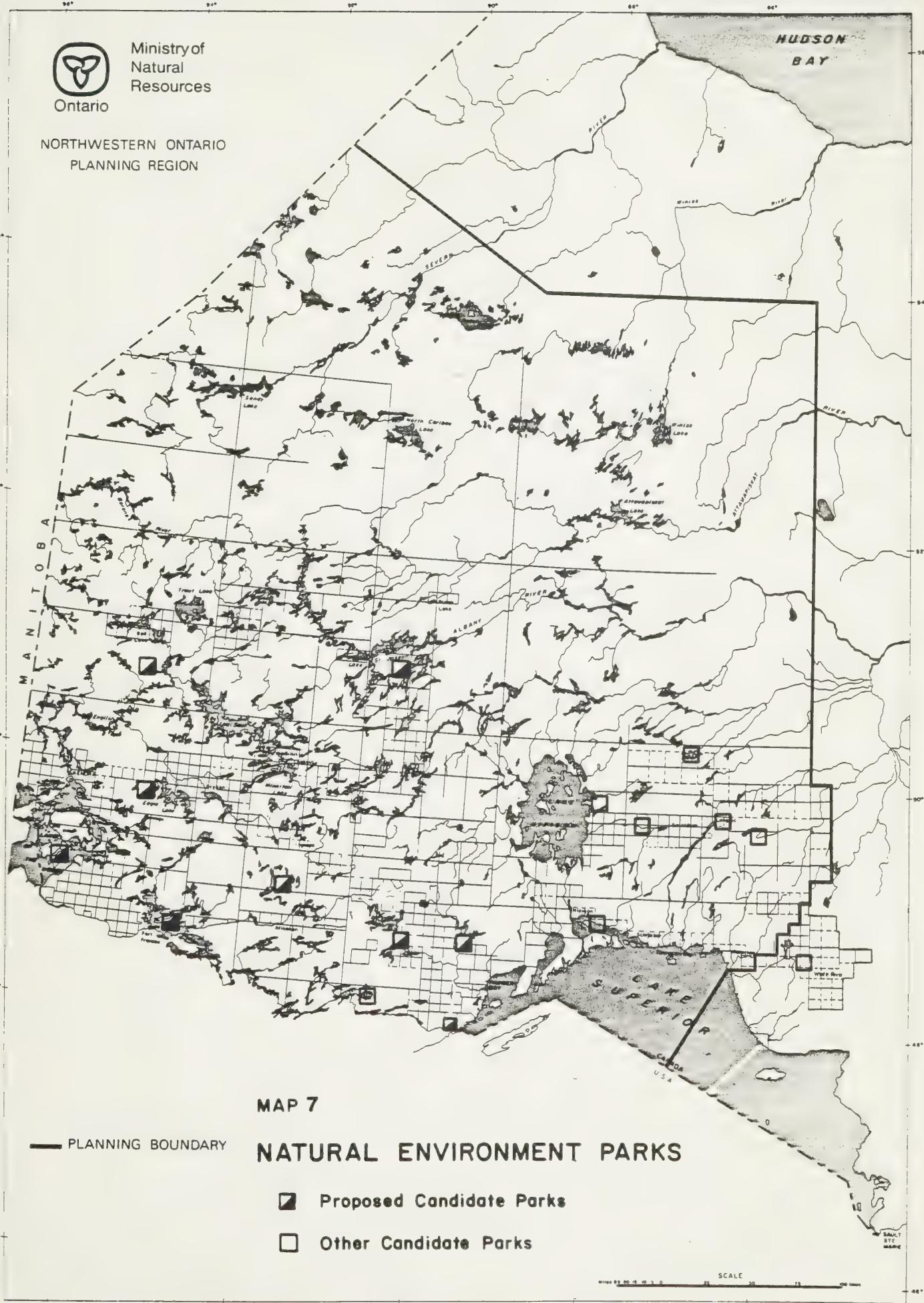
NORTHWESTERN ONTARIO
PLANNING REGION





Ministry of
Natural
Resources
Ontario

NORTHWESTERN ONTARIO
PLANNING REGION



MAP 7

— PLANNING BOUNDARY

NATURAL ENVIRONMENT PARKS

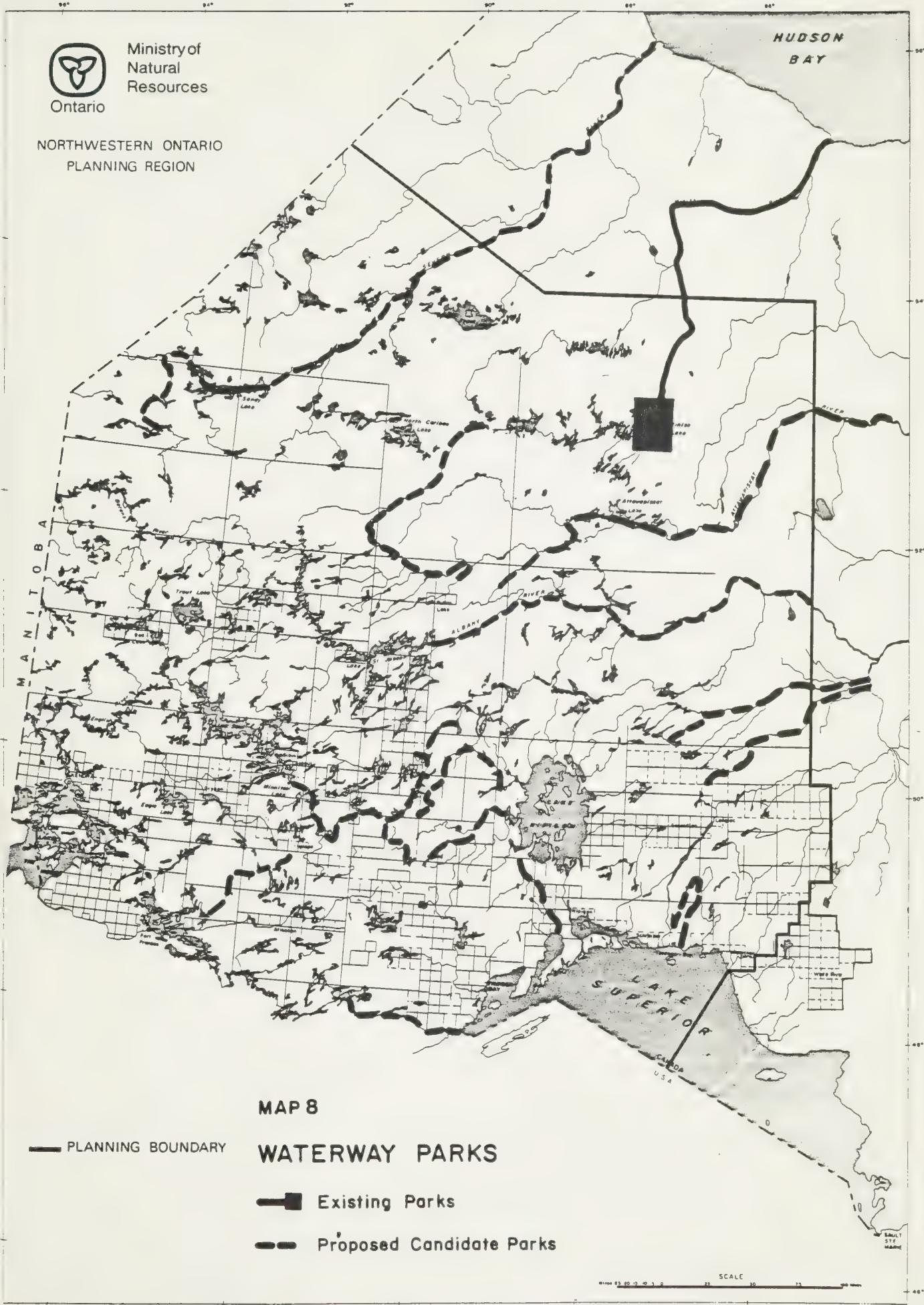
- Proposed Candidate Parks
- Other Candidate Parks

SCALE



Ministry of
Natural
Resources
Ontario

NORTHWESTERN ONTARIO
PLANNING REGION



MAP 8

WATERWAY PARKS

— Existing Parks

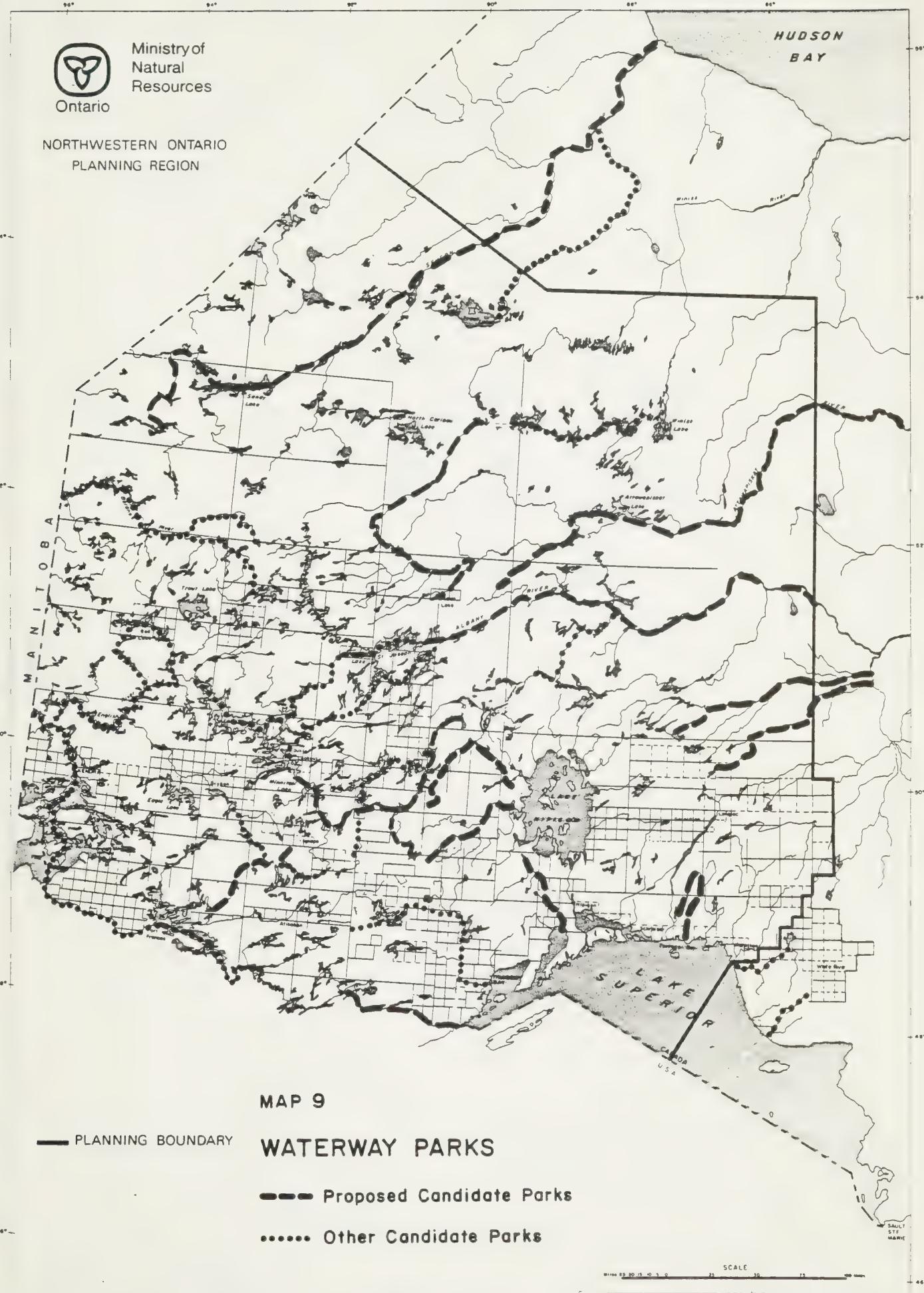
— Proposed Candidate Parks

Scale 0 10 20 30 40 50 Kilometers



Ministry of
Natural
Resources

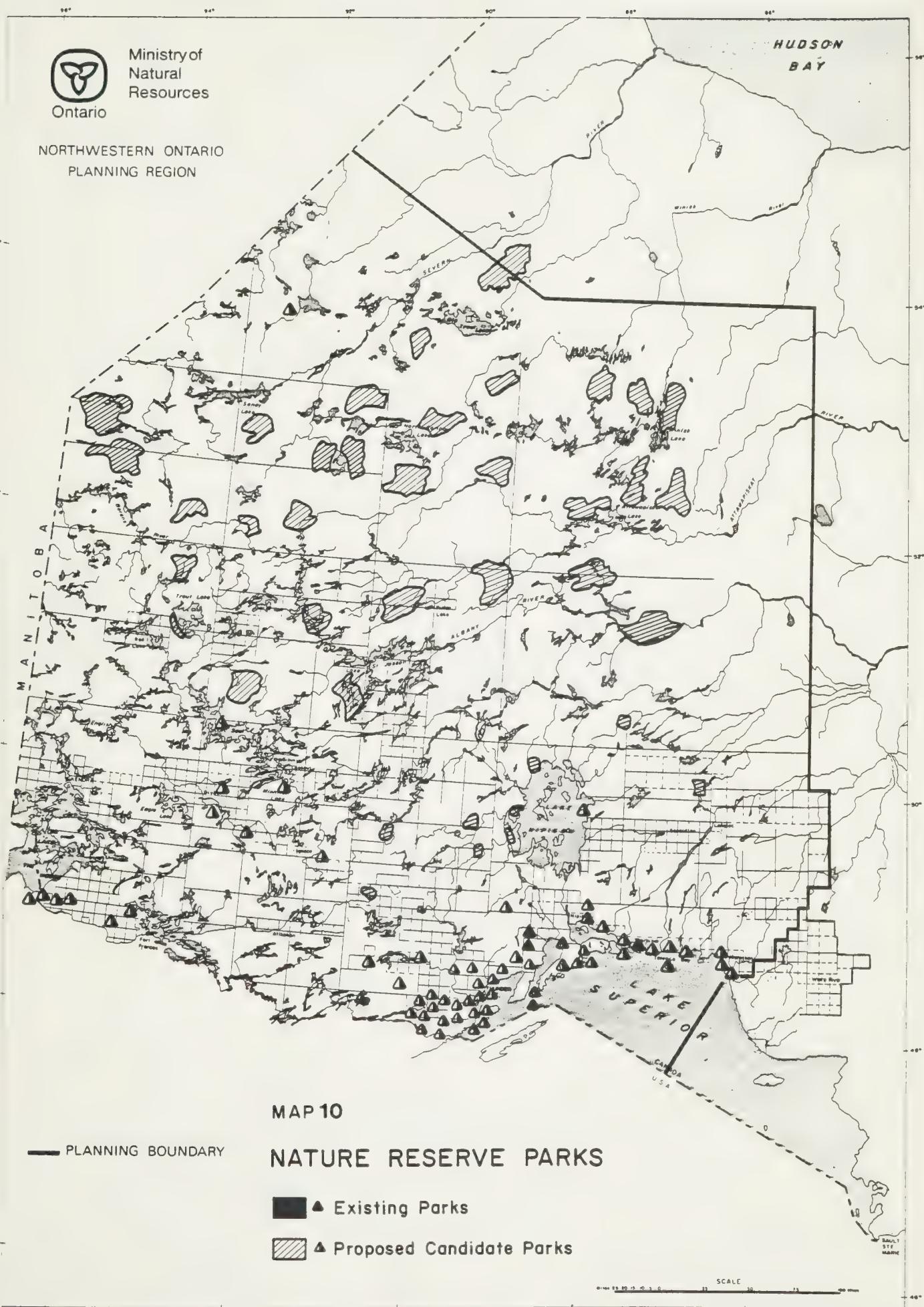
NORTHWESTERN ONTARIO
PLANNING REGION





Ministry of
Natural
Resources
Ontario

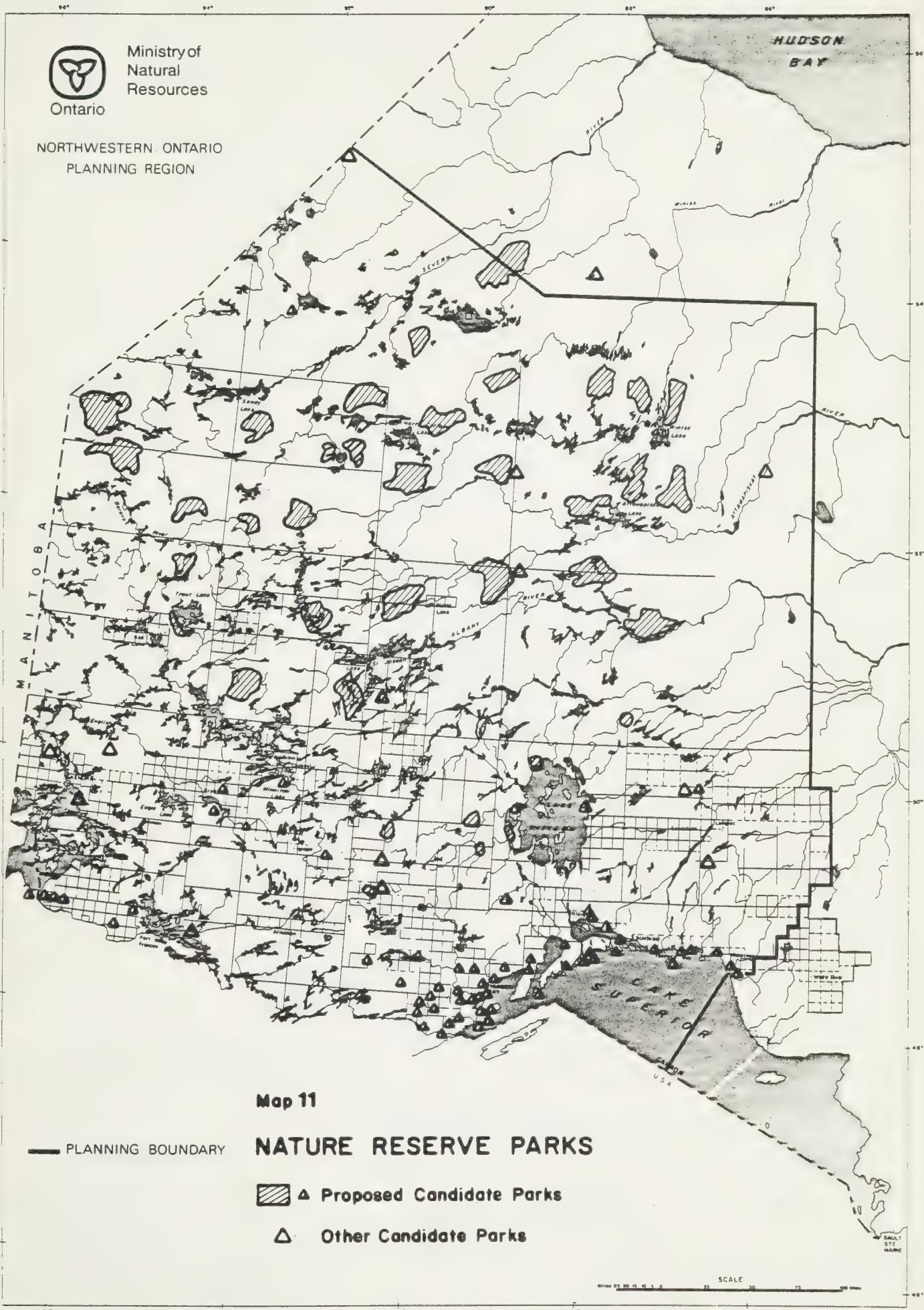
NORTHWESTERN ONTARIO
PLANNING REGION





Ministry of
Natural
Resources
Ontario

NORTHWESTERN ONTARIO
PLANNING REGION



Map 11

— PLANNING BOUNDARY

NATURE RESERVE PARKS

■ △ Proposed Candidate Parks

△ Other Candidate Parks

0 10 20 30 40 50 60 70 80 90 100 KILOMETERS



Ministry of
Natural
Resources

NORTHWESTERN ONTARIO
PLANNING REGION

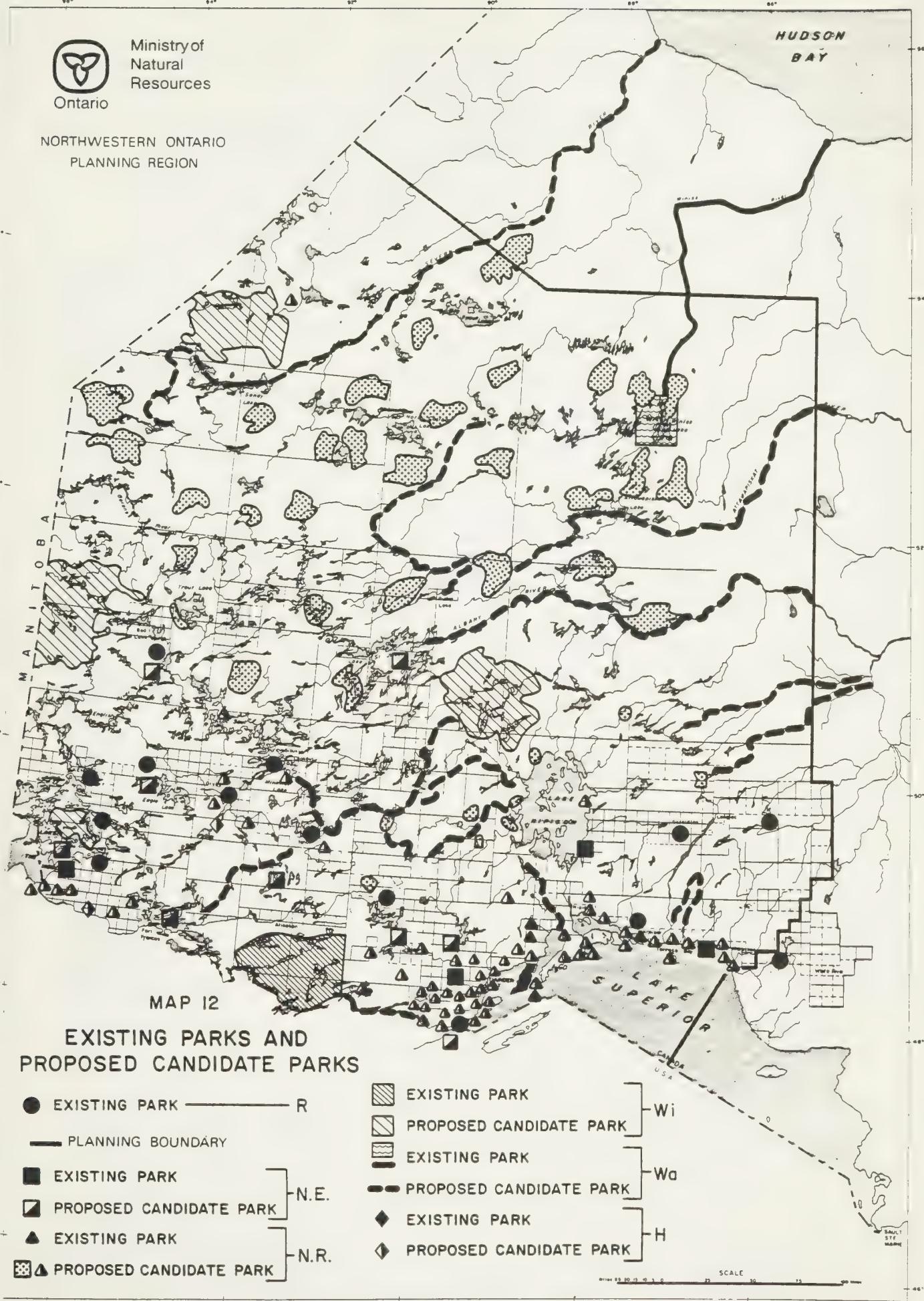


Table 3

PROPOSED PARK CANDIDATES RECOMMENDED
FOR PUBLIC DISCUSSION
NORTHERN REGION

<u>WILDERNESS</u>	<u>DISTRICT</u>
Kesagami Lake	Cochrane
<u>NATURAL ENVIRONMENT</u>	
Pierre Montreuil (R)	Cochrane
Long Point (R)	Cochrane
Missinaibi Lake (R)	Chapleau
The Shoals	Chapleau
<u>WATERWAY</u>	
Severn River	Moosonee
Otaskwia-Attawapiskat River	Moosonee
Missinaibi River (R)	Chapleau, Hearst Kapuskasing, Moosonee
Little Abitibi River	Cochrane
Larder River	Kirkland Lake
<u>NATURE RESERVE</u>	
Ekwan River	Moosonee
Albany River (2)	Moosonee
Hobson Twp. (2)	Cochrane
Valentine Twp. (3)	Cochrane
Pitt Twp.	Cochrane
Sanborn Twp.	Moosonee
Beniah Twp.	Cochrane
Wilkie Twp.	Cochrane
Evelyn Twp.	Timmins
Thackery Twp.	Kirkland Lake
Ben Nevis Twp.	Kirkland Lake
Pattison Twp.	Chapleau
Kwataboahegan R.	Moosonee
Nagagami L. (R)	Hearst

(R) Park or Crown Reserve

Table 4

PROPOSED PARK CANDIDATES RECOMMENDED
FOR PUBLIC DISCUSSION
NORTHEASTERN REGION

WILDERNESS

Lady Evelyn/Smoothwater

DISTRICT

Temagami

NATURAL ENVIRONMENT

Aubrey Falls

Blind River

Vidal Bay

Espanola

La Cloche (R)

Espanola

Wanapitei (R)

Sudbury

Restoule (R)

North Bay

Michipicoten Island

Wawa

WATERWAY

Sturgeon River

Temagami

Makobe-Grays River

Temagami

French River

North Bay

NATURE RESERVE

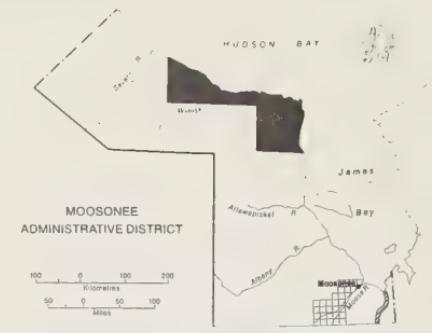
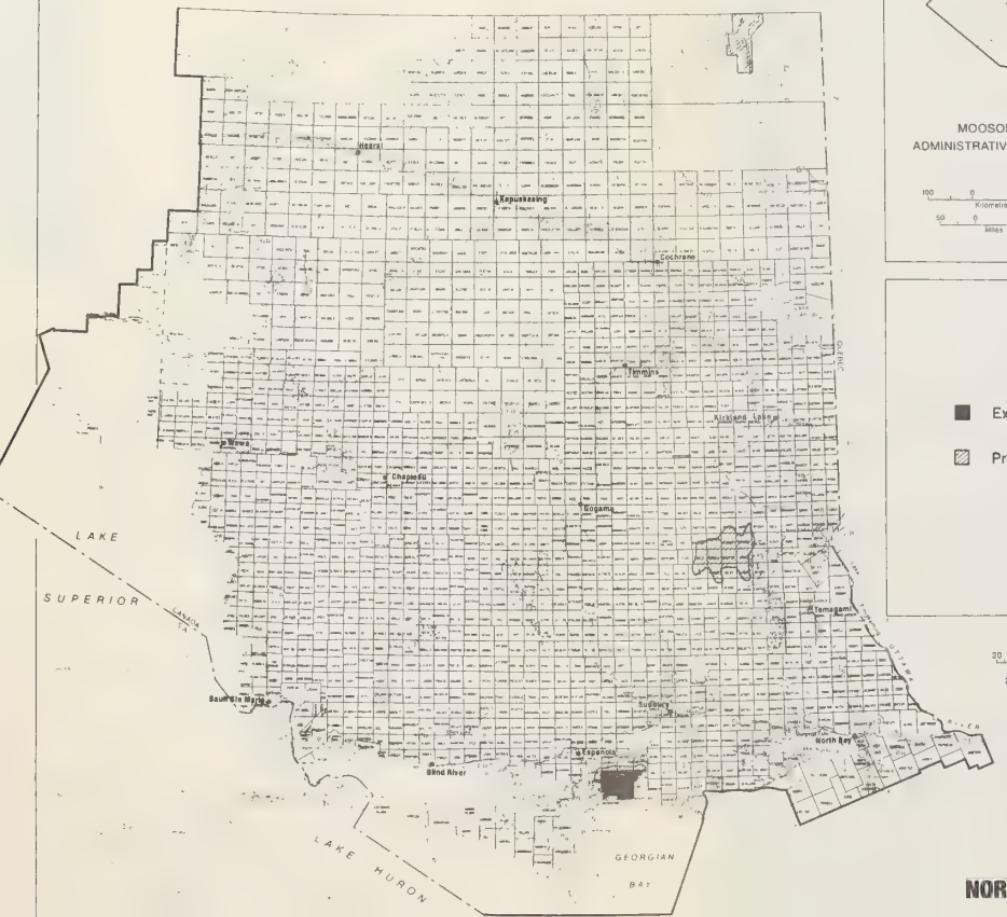
Pot Wcle Site

Wawa

Mississagi Delta

Blind River

(R) Park or Crown Reserve



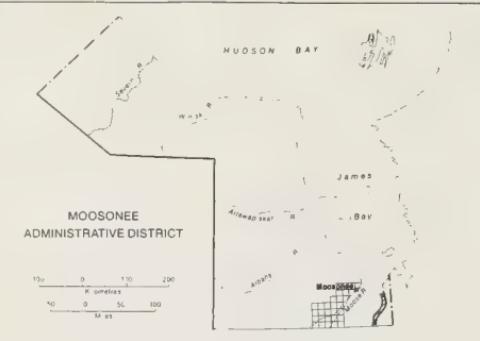
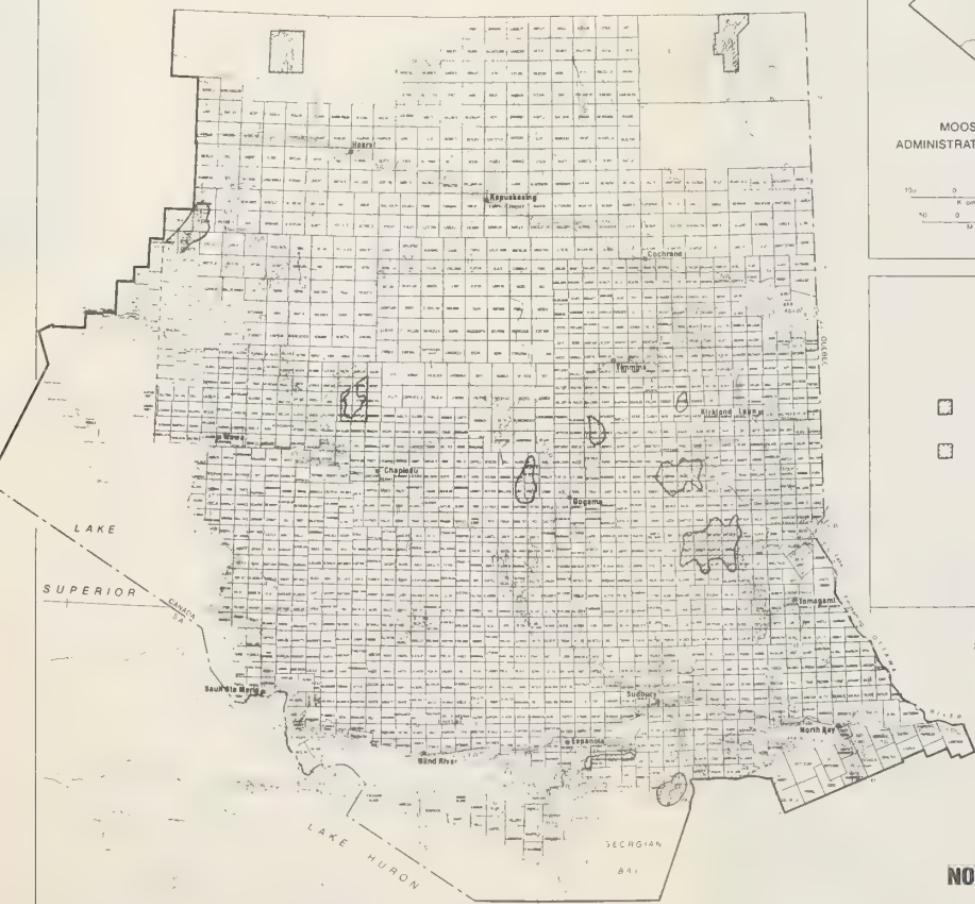
LEGEND

MAP 13

WILDERNESS

- Existing Wilderness Parks
- Proposed Candidate Wilderness Parks

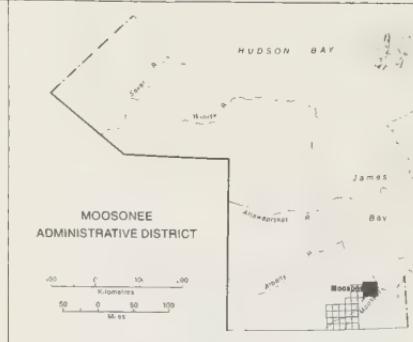
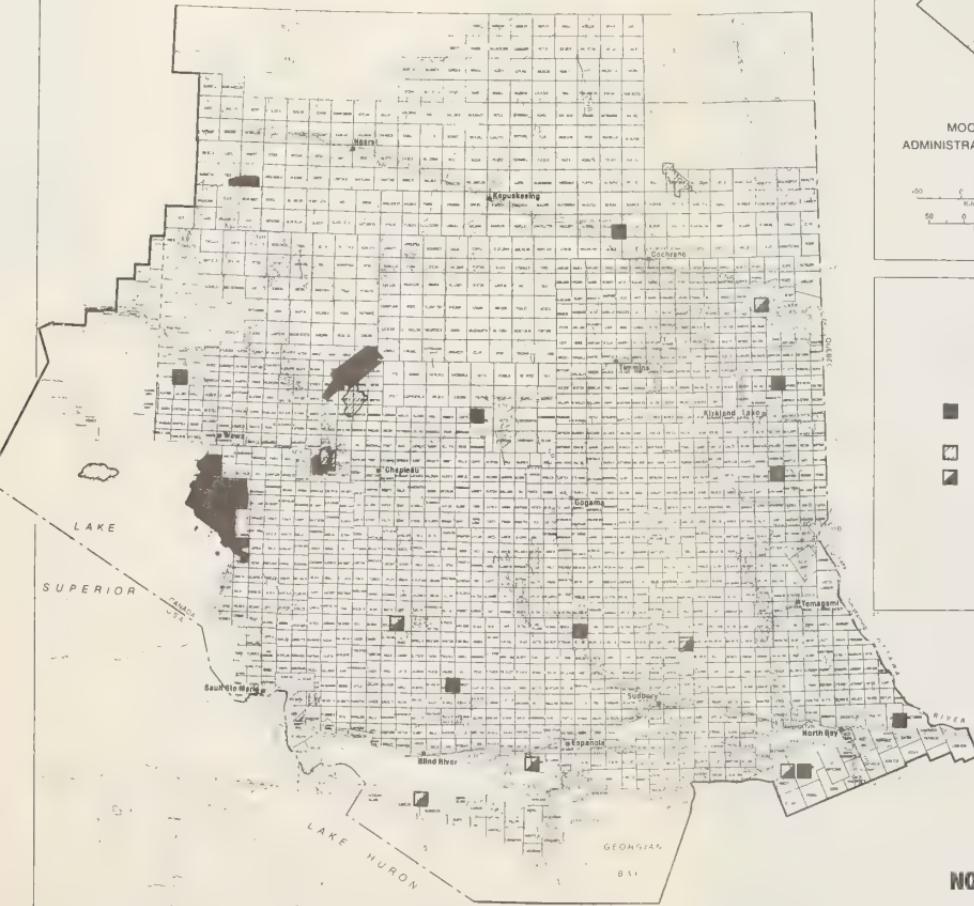
20 40 60 80 100 120 140 160
Kilometres
20 40 60 80 100 120 140 160
Miles



**LEGEND
MAP 14
WILDERNESS**

- Proposed Candidate Wilderness Parks
- Other Candidate Wilderness Parks

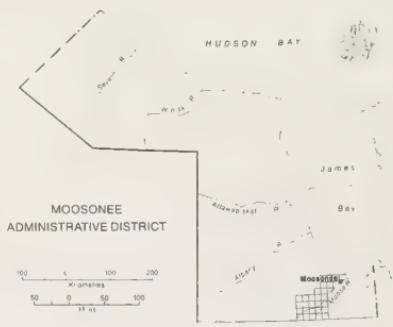
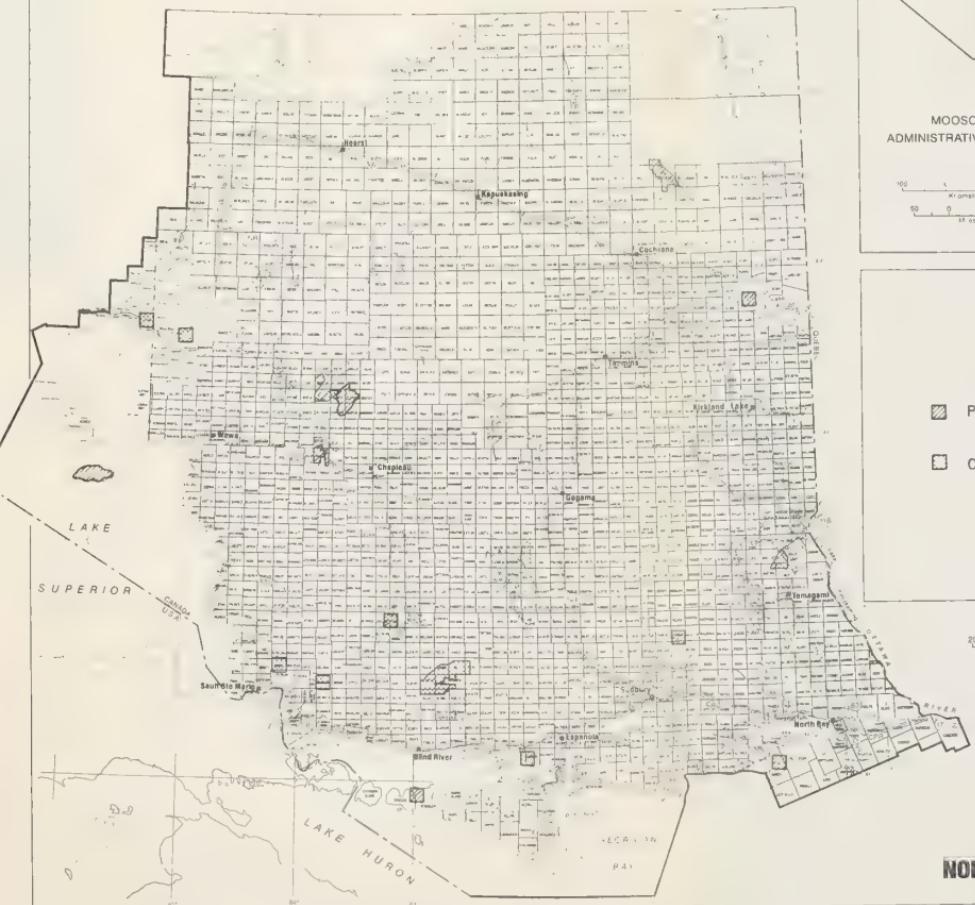
20 0 20 40 60 80 100 120 140 160
Kilometres
25 0 25 50 75
Miles



LEGEND MAP 15 NATURAL ENVIRONMENT

- Existing Natural Environment Parks
- Proposed Candidate Natural Environment Parks

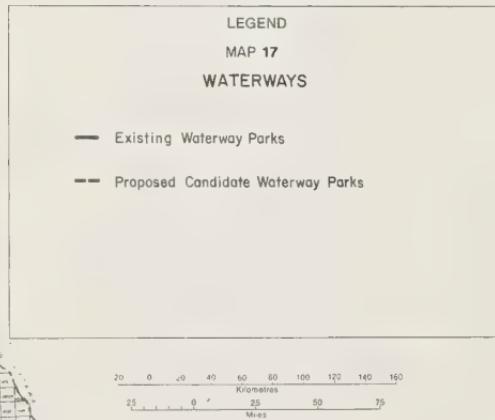
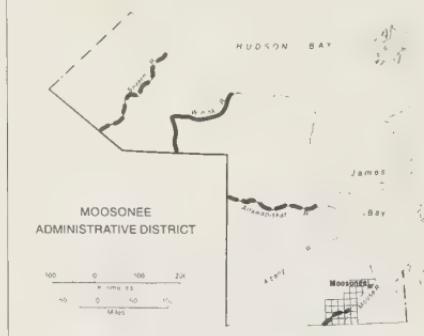
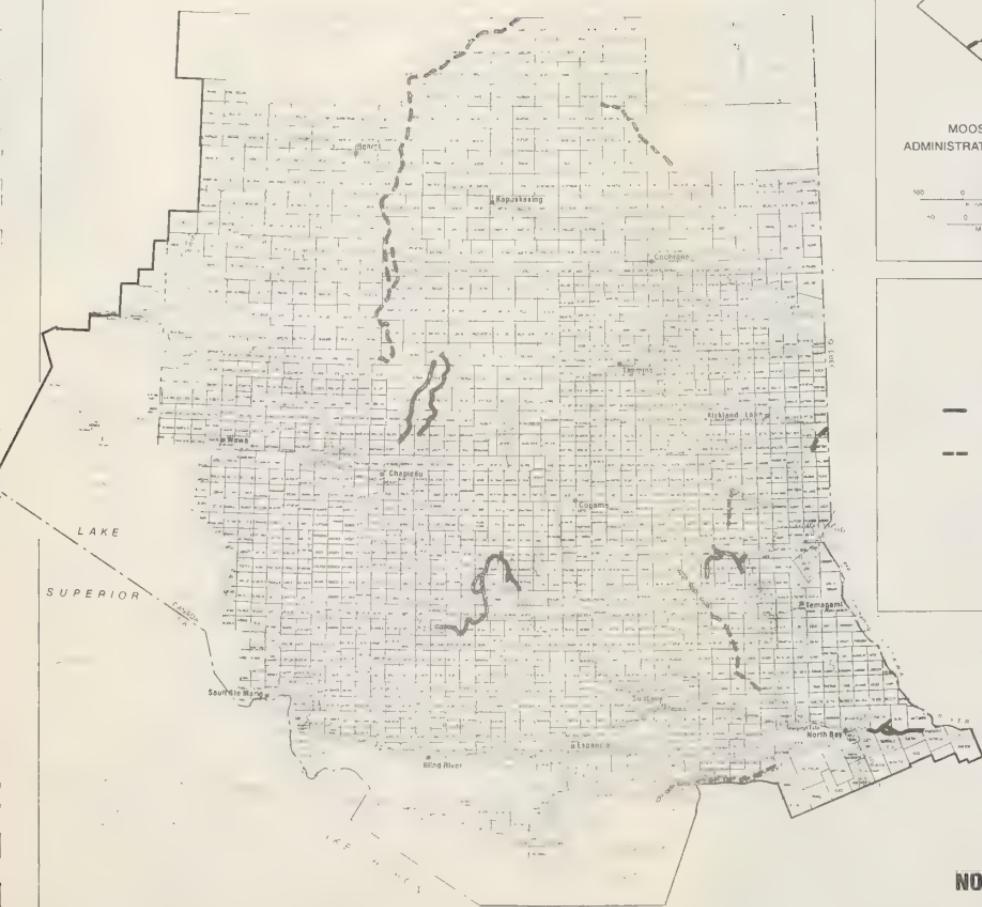
20 0 20 40 60* 80 100 120 140 160
25 0 25 50 75 Miles

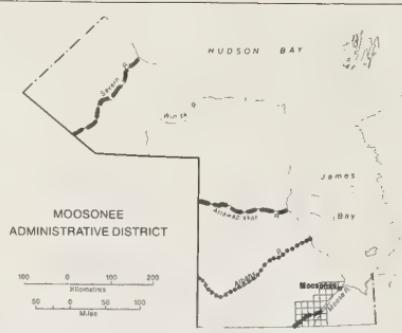
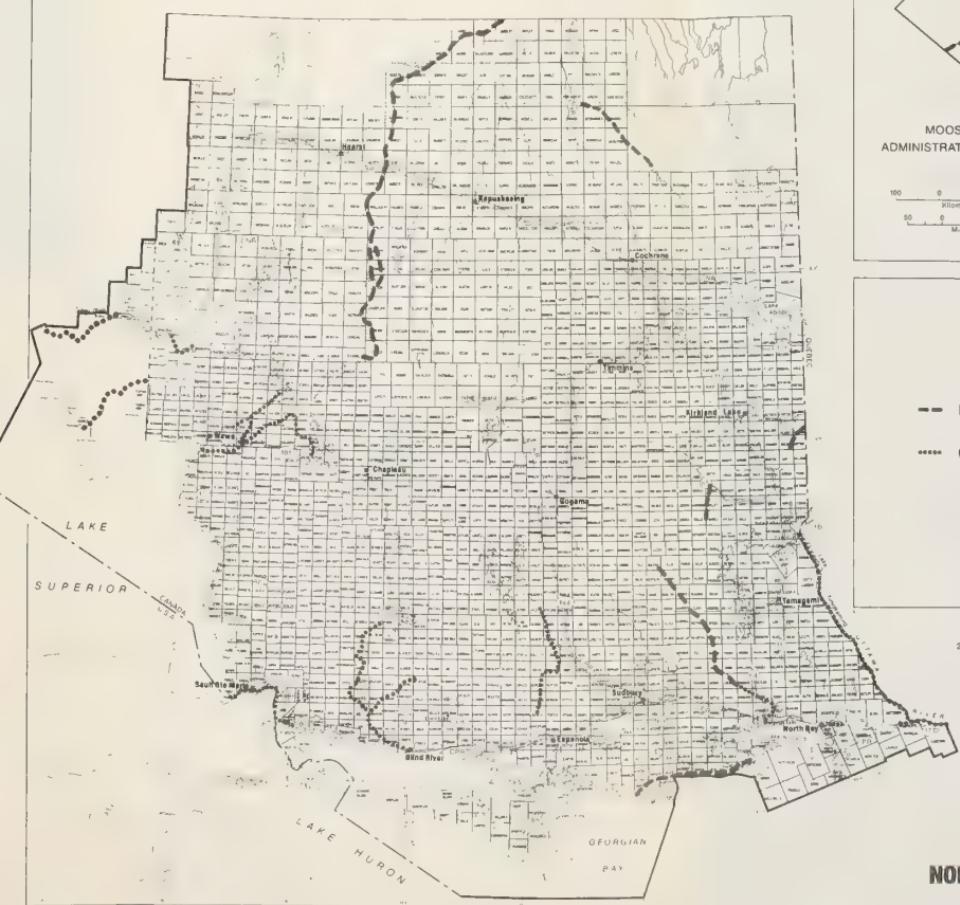


LEGEND
MAP 16
NATURAL ENVIRONMENT

- Proposed Candidate Natural Environment Parks
- Other Candidate Natural Environment Parks

0 20 40 60 80 100 120 140 160 Kilometres
0 25 50 75 Miles

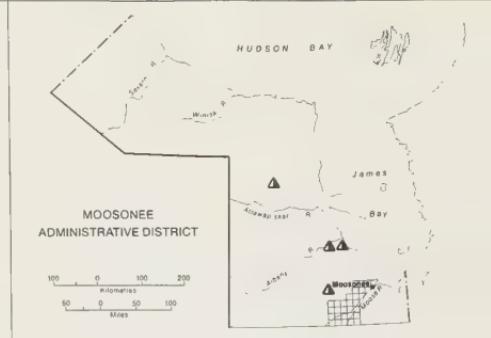
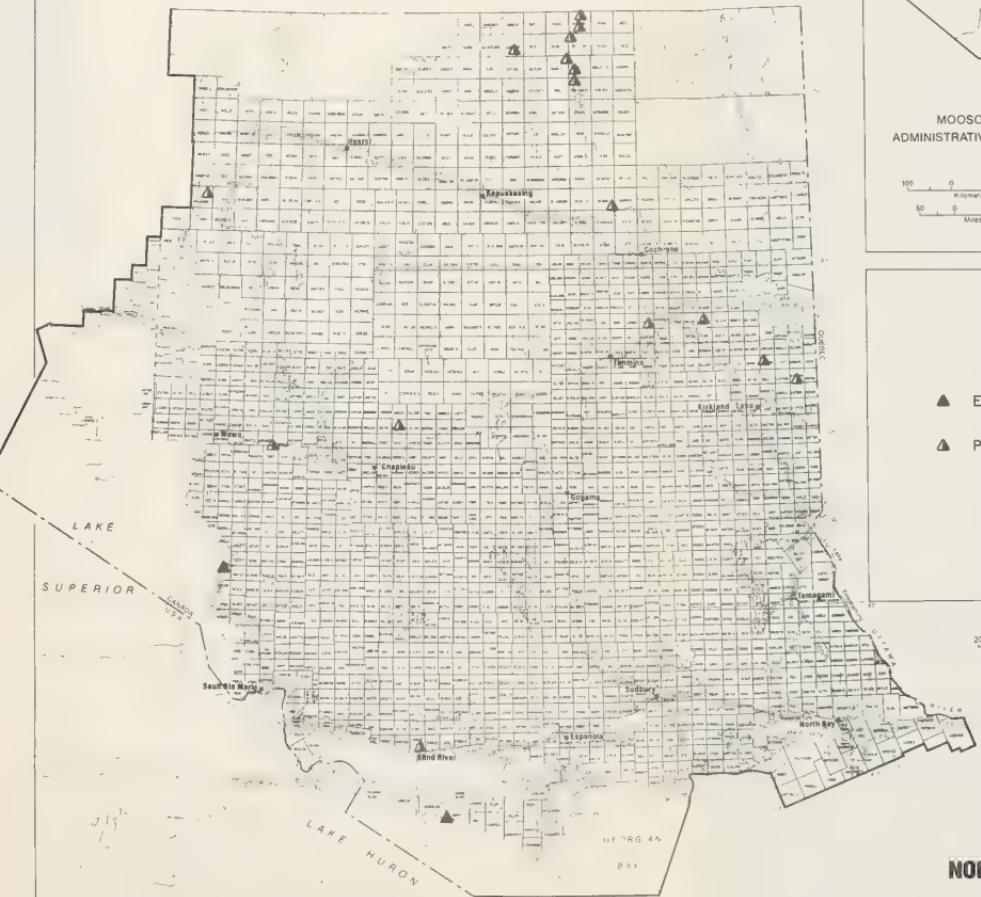




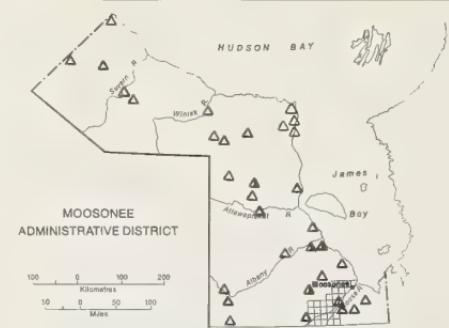
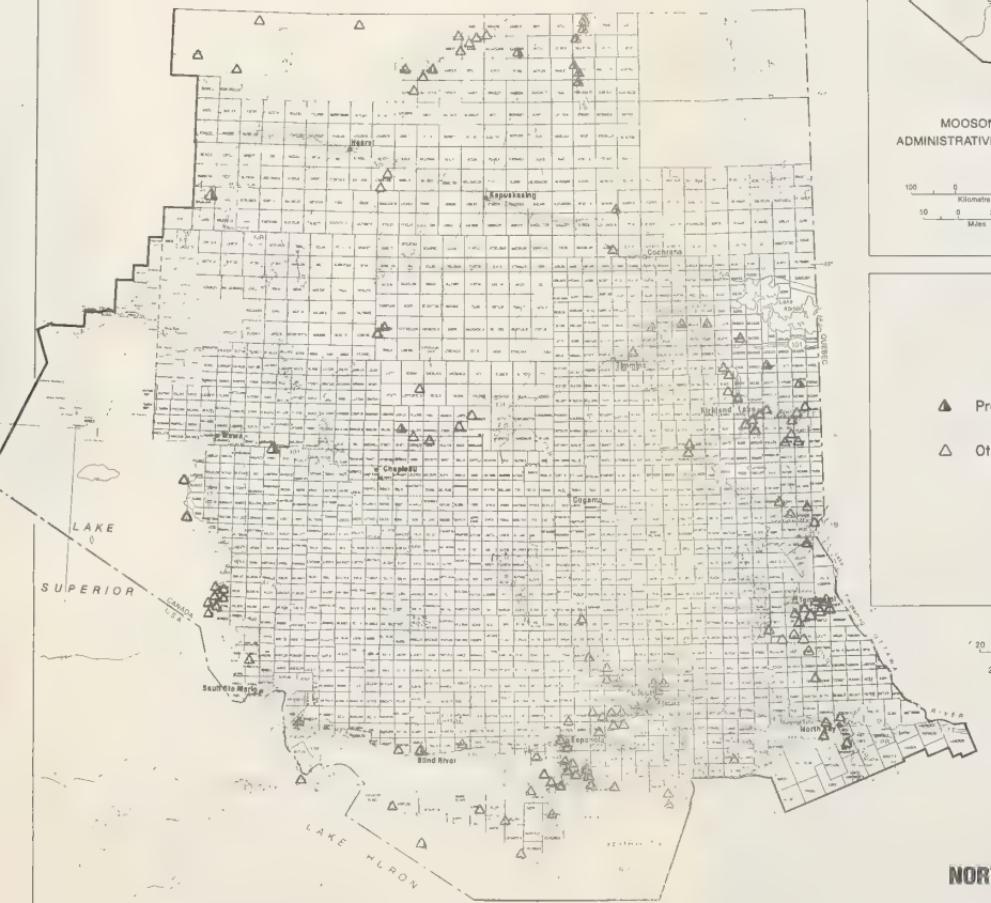
LEGEND
MAP 18
WATERWAYS

- Proposed Candidate Waterway Parks
- Other Candidate Waterway Parks

20 0 20 40 60 80 100 120 140 160
Kilometres
25 0 25 50 75
Miles



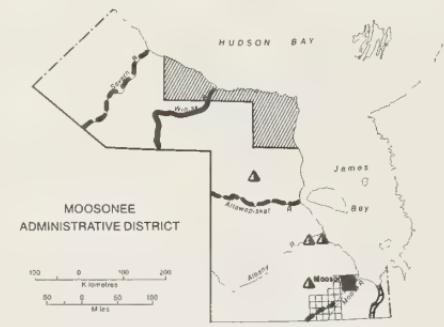
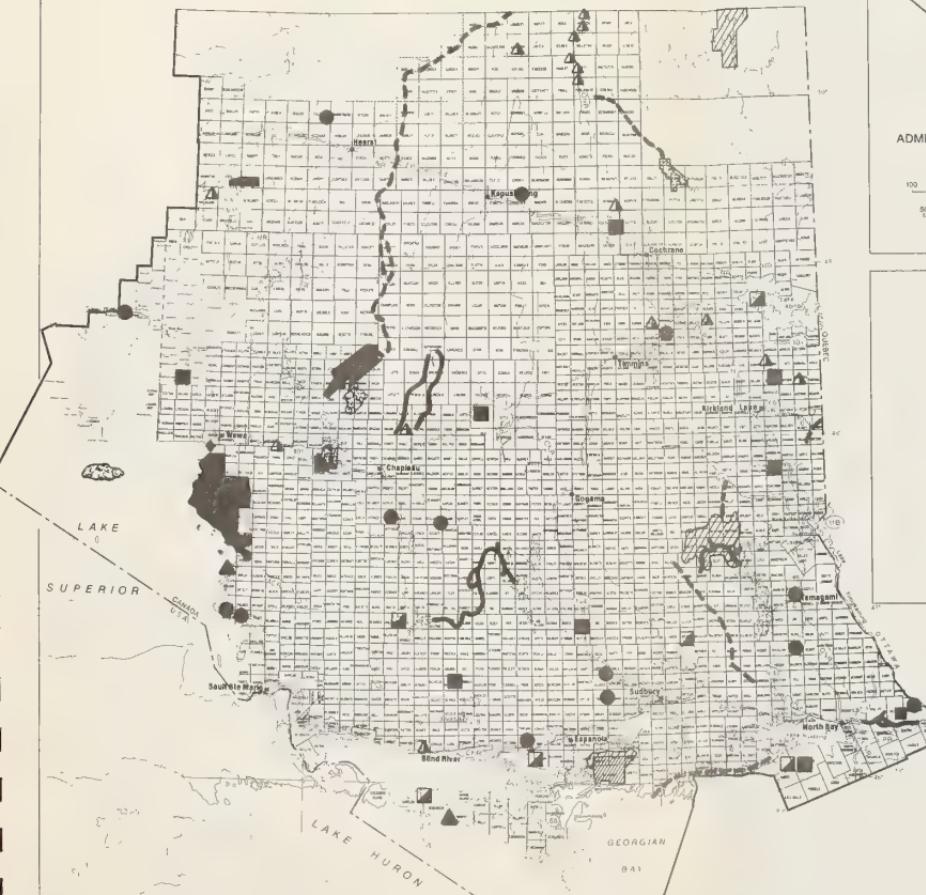
20 0 20 40 60 80 100 120 140 160
Kilometres
25 0 25 50 75 Miles



LEGEND MAP 20 NATURE RESERVES

- ▲ Proposed Candidate Nature Reserve Parks
- △ Other Candidate Nature Reserve Parks

0 20 40 60 80 100 120 140 160
Kilometres Miles



LEGEND
MAP 21
**EXISTING PARKS AND
 PROPOSED CANDIDATE PARKS**

- Existing Natural Environment Parks
- Proposed Candidate Natural Environment Parks
- ▲ Existing Nature Reserve Parks
- △ Proposed Candidate Nature Reserve Parks
- ▨ Existing Wilderness Parks
- ▢ Proposed Candidate Wilderness Parks
- Existing Waterway Parks
- - - Proposed Candidate Waterway Parks
- Existing Recreation Parks
- ◆ Existing Historic Site

20 0 20 40 60 80 100 120 140 160
 Kilometres
 25 0 25 50 75
 Miles

Table 5

PROPOSED PARK CANDIDATES RECOMMENDED
FOR PUBLIC DISCUSSION

SOUTHERN ONTARIO

	<u>ADMINISTRATIVE REGION</u>	<u>DISTRICT</u>
<u>WILDERNESS</u>		
Brown-Wilson	Algonquin	Parry Sound
<u>NATURAL ENVIRONMENT</u>		
Blackstone Harbour (R)	Algonquin	Parry Sound
Hardy Lake (R)	Algonquin	Bracebridge
Bauer (R)	Algonquin	Bracebridge
Bigwind (R)	Algonquin	Bracebridge
Kawartha Highlands (R)	Algonquin	Minden
Bell Bay	Algonquin	Pembroke
Westmeath	Algonquin	Pembroke
Black Creek (R)	Southwestern	Owen Sound
Pretty River (R)	Southwestern	Owen Sound
Lavender Falls (R)	Central	Huronia
Giant's Tomb (R)	Central	Huronia
Mono Cliffs (R)	Central	Huronia
Wolf Island (R)	Central	Lindsay
Short Hills (R)	Central	Niagara
Indian Point (R)	Central	Lindsay
<u>WATERWAY</u>		
Magnetewan River (R)	Algonquin	Parry Sound
Upper Madawaska River (R)	Algonquin	Algonquin Park
Opeongo River	Algonquin	Algonquin Park
Oxtongue River/Ragged Falls(R)	Algonquin	Bracebridge
Bonnechere River	Algonquin	Algonquin Park
Lower Madawaska River (R)	Algonquin	Pembroke
East River	Algonquin	Bracebridge
Pettawawa/Barron River	Algonquin	Pembroke
Ottawa River (Cheval du Rocher)	Algonquin	Pembroke
Otter Lake to Charleston Lake	Eastern	Napanee / Brockville

(R) Park or Crown Reserve

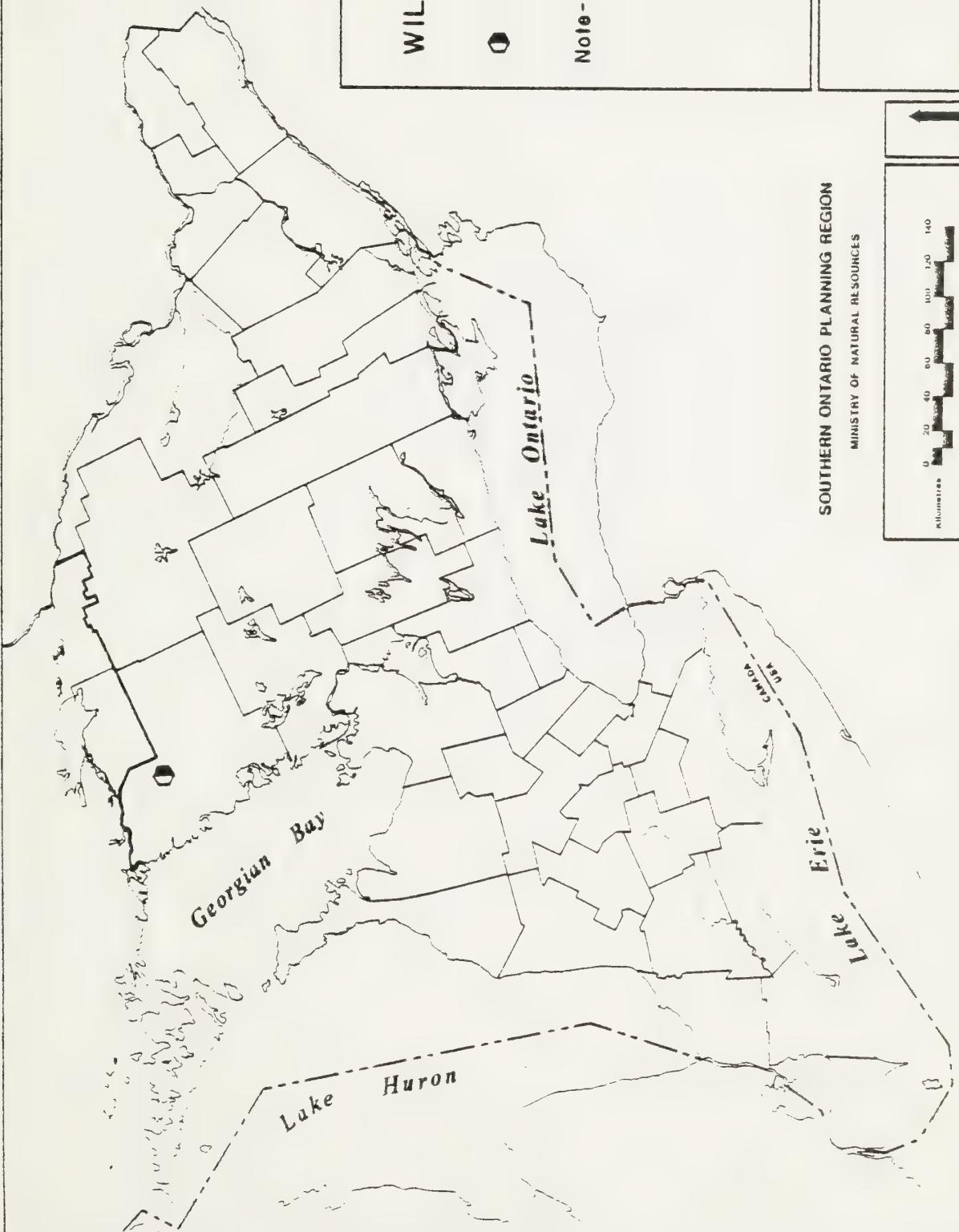
<u>NATURE RESERVE *</u>	<u>Administrative Region</u>	<u>District</u>
Dividing Lake	Algonquin	Bracebridge
Matchedash	Central	Huronia
Nottawasaga Lookout	Central	Huronia
Scott's Falls	Central	Huronia
Bass Lake	Central	Huronia
Lavender Falls	Central	Huronia
Egan Chute	Algonquin	Bancroft
Centennial Lake	Algonquin	Pembroke
Lowrie Lakes	Algonquin	Bancroft
Marble Lake Stomatolites	Eastern	Tweed
Ore Chimney Mine Property	Eastern	Tweed
Stoco Fen	Eastern	Tweed
Moira Karst	Eastern	Napanee
Salmon River Alvar	Eastern	Napanee
Fish Lake Wetlands	Eastern	Napanee
Camden East Alvar	Eastern	Napanee
Cody Creek Black Maple Forest	Eastern	Carleton Place
Burnt Lands Alvar	Eastern	Carleton Place
Manion Corners Long Swamp Bog	Eastern	Carleton Place
Richmond Fen	Eastern	Brockville
Brockville Long Swamp Fen	Eastern	Brockville
Mt. Fitzsimmons - Landon Bay	Eastern	Carleton Place
Green Creek Valley	Eastern	Carleton Place
Mer Bleue Bog	Eastern	Carleton Place
Constance Bay Sand Hills	Eastern	Cornwall
Lemieux Landslide	Eastern	Cornwall
Alfred Bog	Eastern	Cornwall
Pointe Fortune Pit	Eastern	Cornwall
Lighthouse Point	Southwestern	Chatham
Fish Point	Southwestern	Chatham
O'Donnell Point	Algonquin	Parry Sound
Round Lake	Algonquin	Parry Sound

* - Nineteen high priority sites have been identified in Eastern Region for which the most appropriate protection mechanisms have not yet been determined. These sites are in various ownerships - Crown, other public agencies, and private. The extent to which these sites can be adequately protected through landowner agreements or other special arrangements will be examined. The remaining proposed candidate nature reserves listed are predominantly located on Crown owned lands.

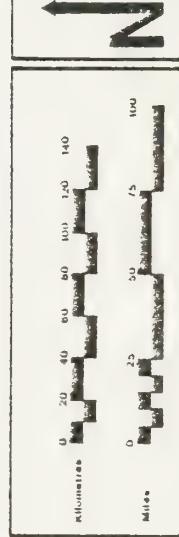
MAP 22
WILDERNESS PARKS

● Proposed Candidate Parks

Note - There are no Existing
Wilderness Parks

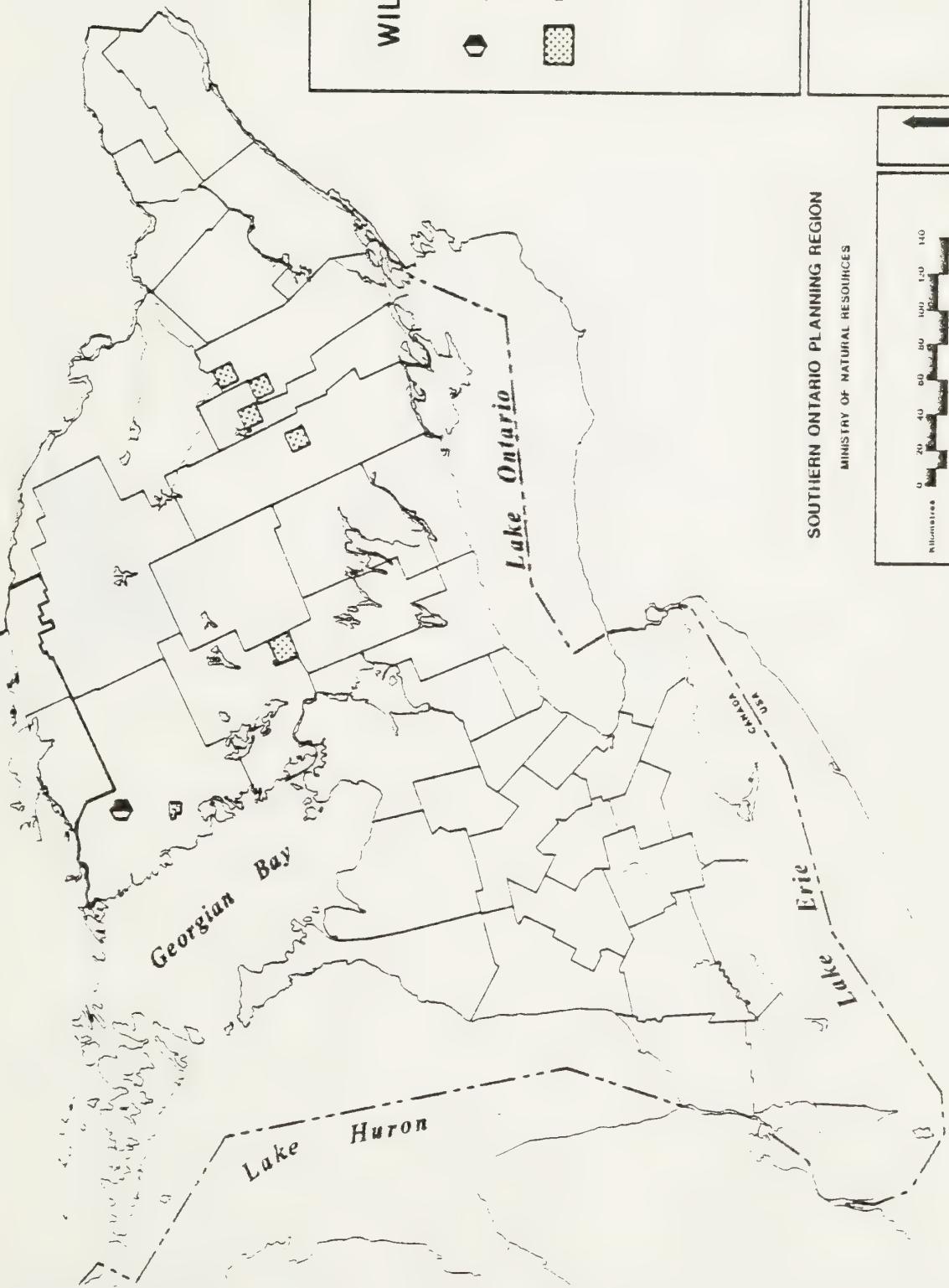


SOUTHERN ONTARIO PLANNING REGION
MINISTRY OF NATURAL RESOURCES

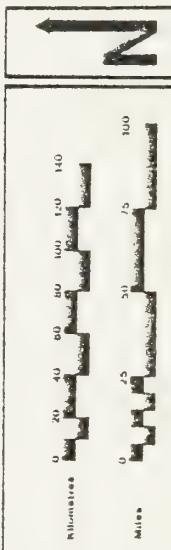


MAP 23
WILDERNESS PARKS

- ◆ Proposed Candidate Parks
- Other Candidate Parks



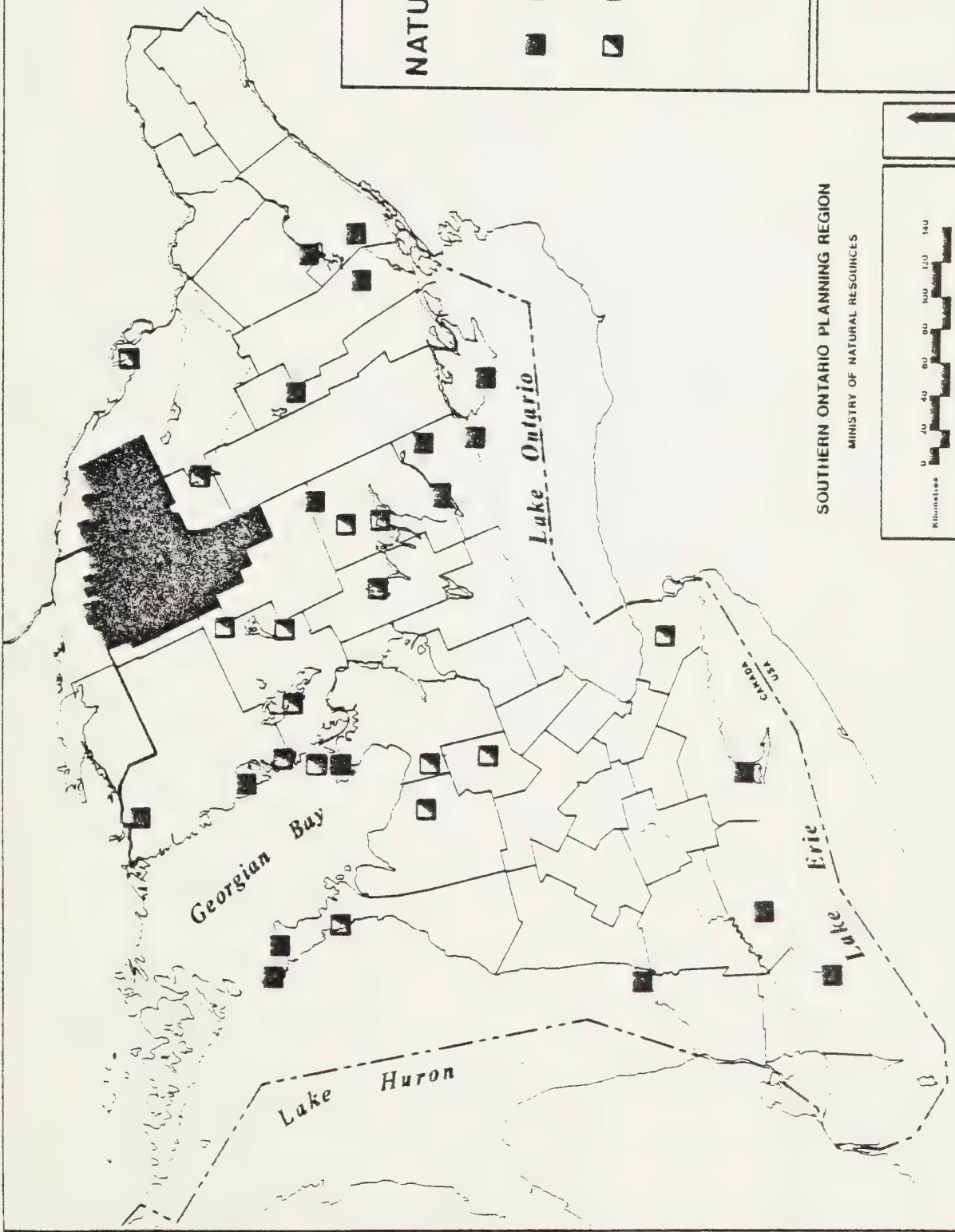
SOUTHERN ONTARIO PLANNING REGION
MINISTRY OF NATURAL RESOURCES



MAP 24
**NATURAL ENVIRONMENT
PARKS**

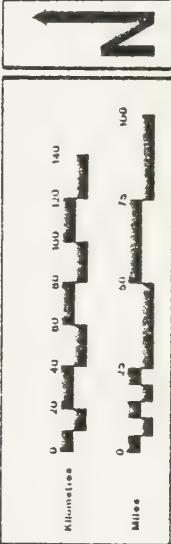
■ Existing Parks

□ Proposed Candidate Parks



SOUTHERN ONTARIO PLANNING REGION

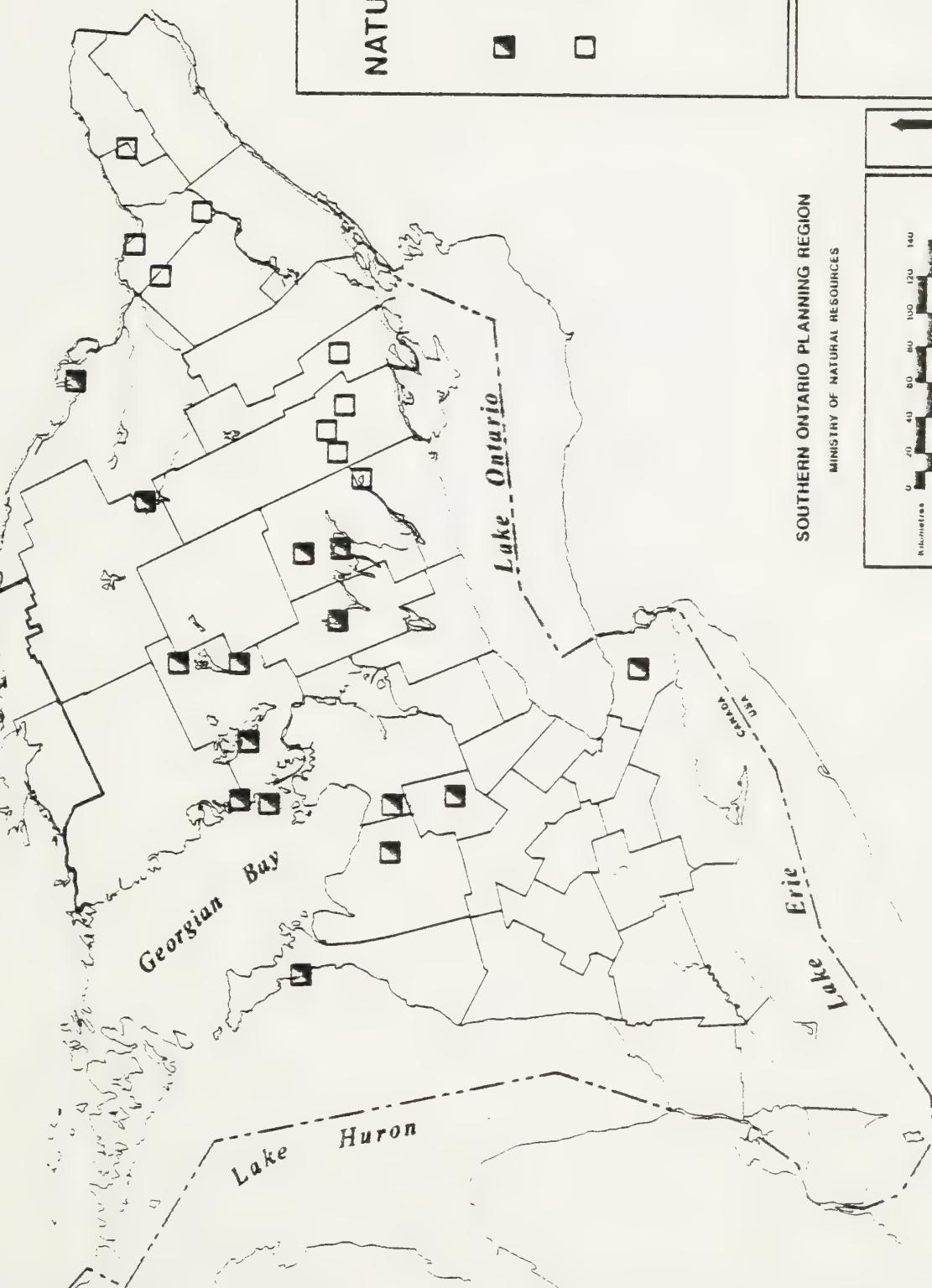
MINISTRY OF NATURAL RESOURCES



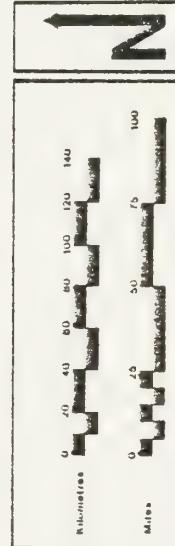
MAP 25
**NATURAL ENVIRONMENT
PARKS**

■ Proposed Candidate Parks

□ Other Candidate Parks

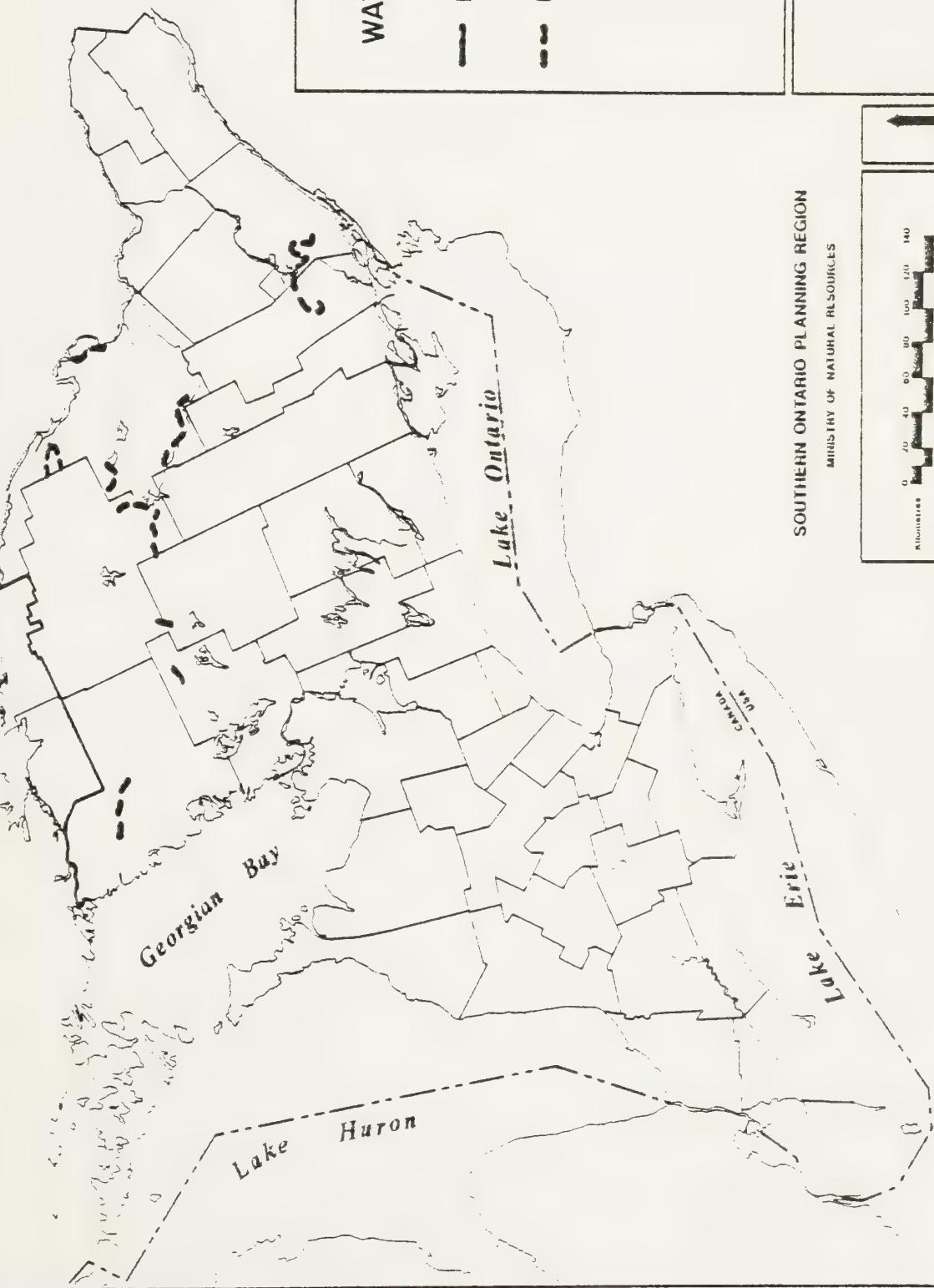


SOUTHERN ONTARIO PLANNING REGION
MINISTRY OF NATURAL RESOURCES

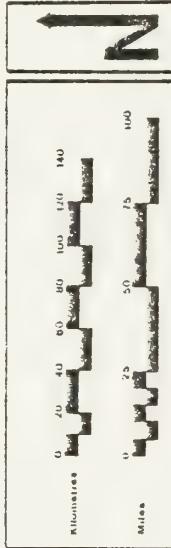


MAP 26
WATERWAY PARKS

- Existing Parks
- Proposed Candidate Parks



SOUTHERN ONTARIO PLANNING REGION
MINISTRY OF NATURAL RESOURCES



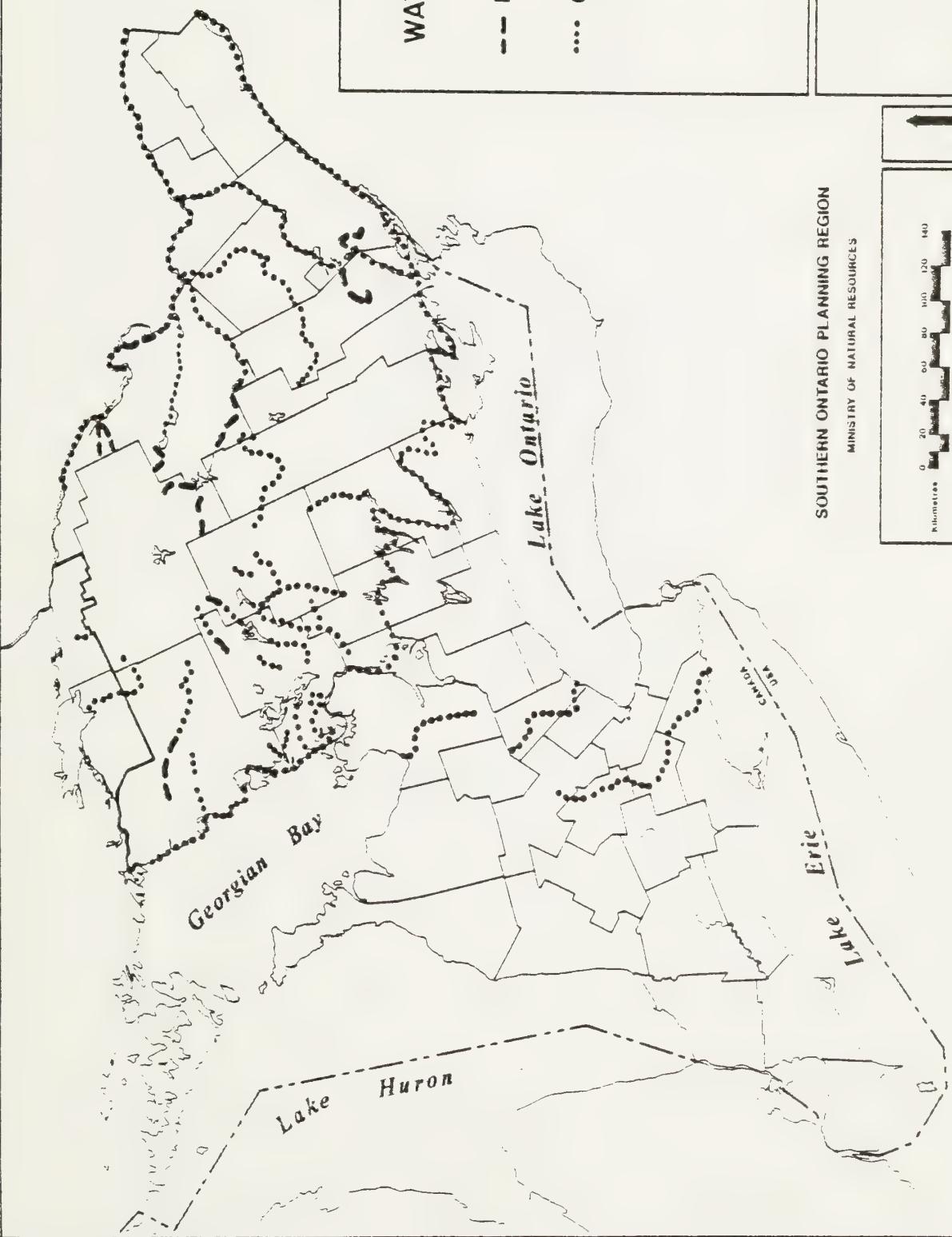
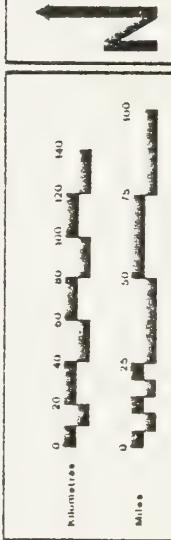
MAP 27
WATERWAY PARKS

— Proposed Candidate Parks

.... Other Candidate Parks

SOUTHERN ONTARIO PLANNING REGION

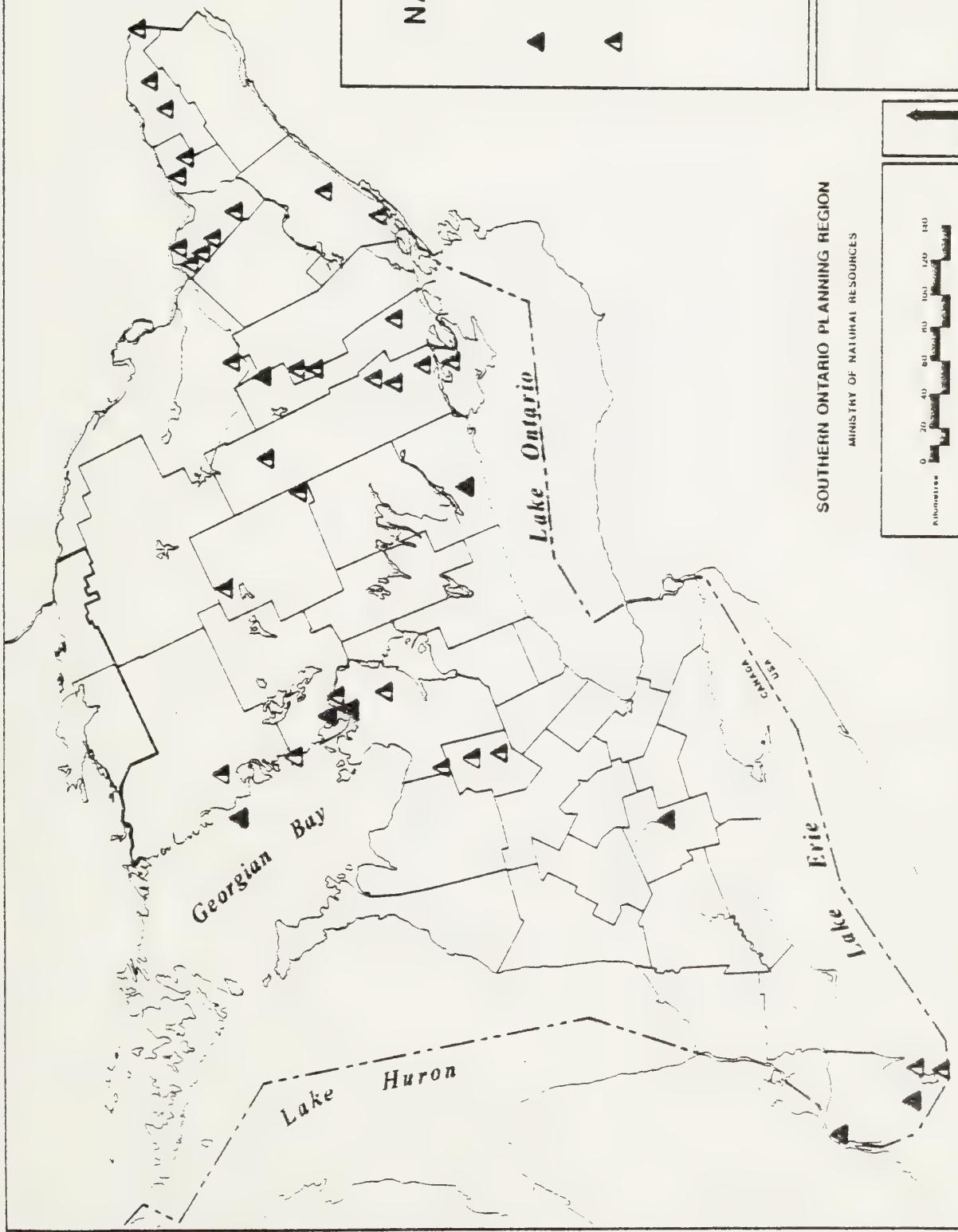
MINISTRY OF NATURAL RESOURCES



MAP 28
**NATURE RESERVE
PARKS**

▲ Existing Parks

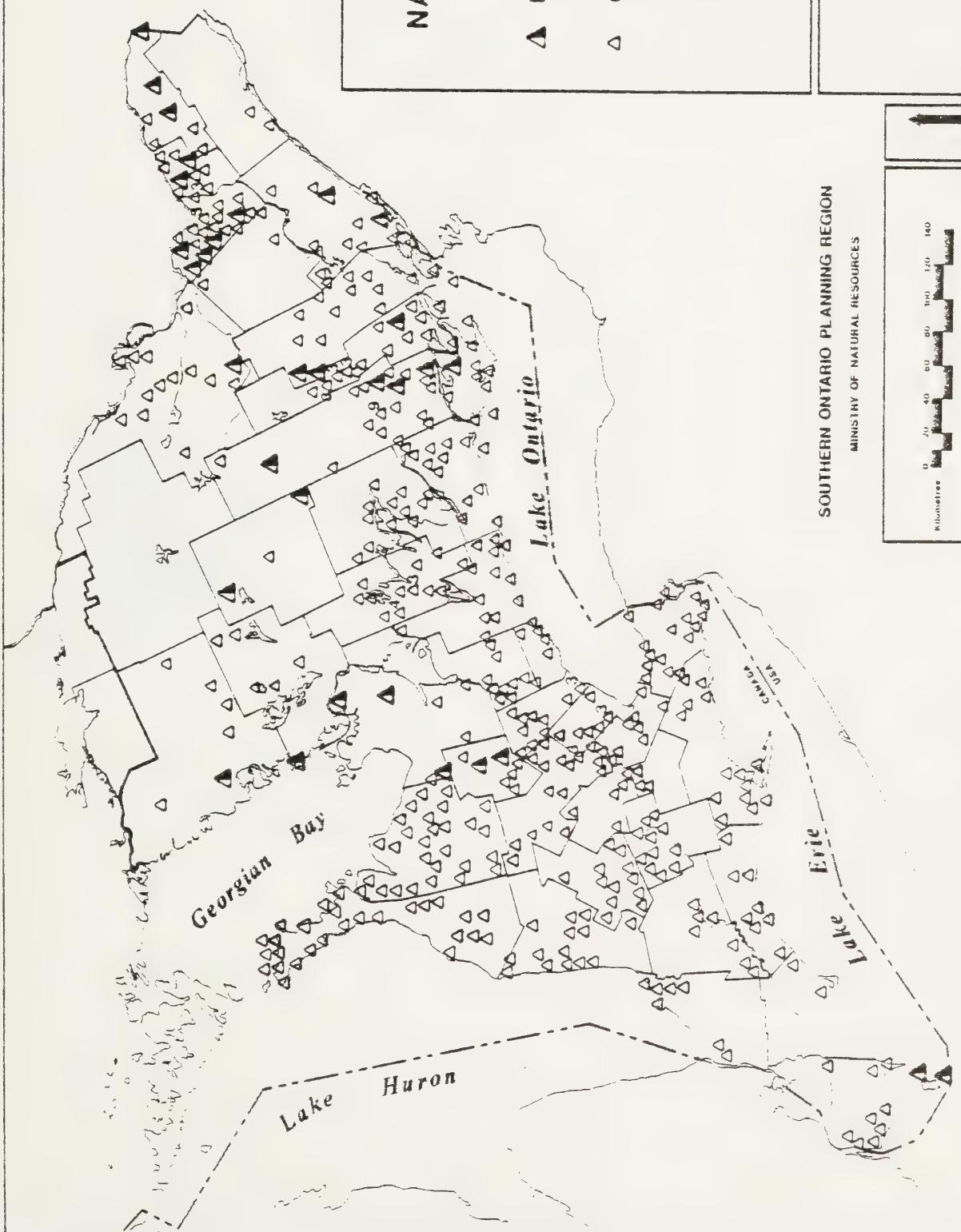
▲ Proposed Candidate Parks



MAP 29
**NATURE RESERVE
PARKS**

▲ Proposed Candidate Parks

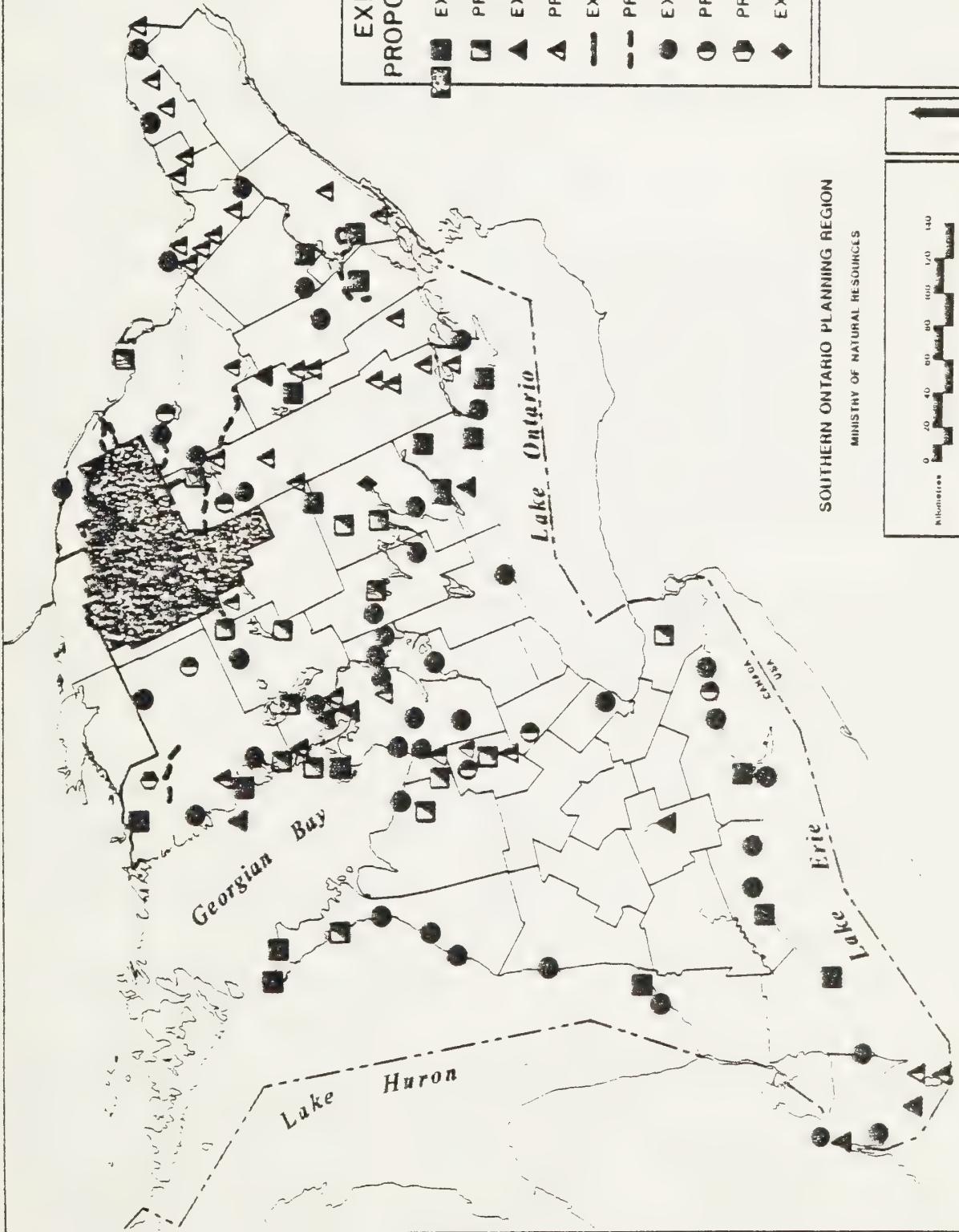
△ Other Candidate Parks



MAP 30

EXISTING PARKS AND
PROPOSED CANDIDATE PARKS

- [■] EXISTING PARK - N.E.
- [□] PROPOSED CANDIDATE PARK - N.R.
- [▲] EXISTING PARK - Wa
- [△] PROPOSED CANDIDATE PARK - R
- [—] EXISTING PARK - Wi
- [---] PROPOSED CANDIDATE PARK - H



and degree of land use conflicts;

f) the degree to which existing parks and proposed park candidates will achieve park objectives and targets.

Finally, a series of summary tables (Appendix F) have been prepared which indicate, in a general sense, the extent of the anticipated resource conflicts as well as possible means of resolution.

B. The Ability of Existing Parks and Proposed Park Candidates to Meet Park Objectives

Introduction

This section will examine the ability of existing provincial parks and proposed candidates to meet park policy objectives. Existing parks include all properties currently in regulation or being operated as provincial parks. Proposed candidates include those on Crown land (park reserves and other areas) and private lands (both those proposed for acquisition or cooperative protection agreements). Tables 6, 7, and 8 present summaries of existing parks and proposed candidates by park class.

If incorporated into the parks system, the current proposed candidates would increase the total proportion of the provincial land and water base devoted to parks to approximately nine percent from its current proportion of four percent.

Policy achievement will first be discussed on the basis of specific targets associated with the regrouped objectives - recreation/tourism, and protection/heritage appreciation. This is followed by a discussion of park class target achievement.

a) Recreation/Tourism Targets

Recreation/tourism targets were assigned to each of the eight administrative regions*. The targets are related to satisfying resident and non-resident needs for recreational opportunities

* See p. 24

Table 6

NUMBER OF EXISTING AND PROPOSED
PARK CANDIDATES BY PARK CLASS

Northern Ontario

(Northwestern and Northeastern Planning Regions)

Classification	Existing		Proposed Candidates		Total	
	Number	Area (ha)	Number	Area (ha)	Number	Area (ha)
Wilderness	3	2,918,609	6	1,871,815	9	4,790,424
Natural Environment	18	324,758	19	297,560	37	622,318
Waterway	5	207,695	27	1,039,487	32	1,247,182
Nature Reserve 1	5	2,727	119+	1,391,471	124+	1,394,198
Historical	0	0	4	2,813	4	2,813
Recreation	28	34,819	5	443,605	33	478,424
Total	59	3,488,608	180+	5,046,751	239+	8,535,359

N.B. - (ha) - land and water for all tables.

1 Inventory and evaluation work still going on.

Table 7

NUMBER OF EXISTING PARKS AND PROPOSED
PARK CANDIDATES BY PARK CLASS

Southern Ontario

Classification	Existing		Proposed Candidates		Total	
	Number	Area (ha)	Number	Area (ha)	Number	Area (ha)
Wilderness	0	0	1	20,915	1	20,915
Natural Environment	19	807,645	15 ¹	21,027	34	828,672
Waterway	0	0	10	16,778	10	16,778
Nature Reserve *	8	879	32 ²	no data	40	879 +
Historical	1	1,555	2	115	3	1,670
Recreation	44	10,181	5 ³	2,464	49	12,645
Total	72	820,260	65 +	61,299 +	137 +	881,559 +

* Inventory and evaluation work still going on.

¹ A need for an additional two new Natural Environment parks has been identified in Southwestern Region - candidates have yet to be selected to meet this additional requirement.

² Not all candidates are destined to be given provincial park status since many are on conservation authority lands and can be protected by the authorities and many will be protected by land-owner agreement and/or municipal zoning.

³ A need for an additional four Recreation parks has been identified in Southwestern Region, but no candidates have been identified at this point.

Table 8

EXISTING PARKS AND PROPOSED CANDIDATES IN ONTARIO

Classification	Existing		Proposed Candidates		Total	
	Number	Area (ha)	Number	Area (ha)	Number	Area (ha)
Wilderness	3	2,918,609	7	1,892,730	10	4,811,339
Natural Environment	37	1,132,403	34	318,587	71	1,450,990
Waterway	5	207,695	37 *	1,056,265	42	1,263,960
Nature Reserve	13	3,606	151 + **	1,391,471	164 +	1,395,077
Historical	1	1,555	6	2,928	7	4,483
Recreation	72	45,000	10	446,069	82	491,069
Total	131	4,308,868	245 + *	5,108,050	376 +	9,416,918
% of Provincial land and water base		4.1%		4.8%		8.9%

* Four waterway candidates cross Regional boundaries and have been included twice in both totals.

** Within the candidate nature reserves, inventory and evaluation work is still going on.

through the provincial parks system to the year 2001. Table 9 presents a summary of the assigned targets and their achievements through the existing parks and proposed candidates.

In the Algonquin Region, existing parks and proposed candidates provide the potential for achieving the recreation/tourism targets. In the Central, and Southwestern Regions, the recreation/tourism targets cannot be met in existing parks and proposed candidates. The major shortfalls will be in swimming opportunities in the Central Region, and car-camping opportunities in the Southwestern Region.

The target for backcountry recreation in southern Ontario was revised downward to 71,000 additional opportunities (less than six percent of the provincial target), from the 126,000 opportunities, due to a lack of suitable sites. Fifty-five thousand opportunities were transferred to Northeastern Region, thereby still retaining the supply within one day's travel time of southern Ontario centres. Almost the entire southern Ontario backcountry target was assigned to the Algonquin Region. Analysis to date indicates that the revised target is achievable through existing parks and the proposed candidates.

In northern Ontario, day use and car-camping targets are generally achievable through the proposed system and in fact a considerable surplus exists in the Northern Region. There appear to be major difficulties in achieving the backcountry recreation targets in at least three regions (Northern, Northcentral, and Northwestern).

b) Protection/Heritage Appreciation

Protection targets relate to representation of earth/life science, and cultural resources. Much inventory work has been conducted to assess the degree to which the existing parks and proposed candidates can meet protection targets; but more evaluation remains to be done.

Table 10 attempts to present (where data is available) the

Table 9

ABILITY TO MEET RECREATION/TOURISM TARGETS: 2001

Administrative Region	DAY USE			CAR CAMPING			BACKCOUNTRY TRAVEL		
	Regional Target (000's)	Est. Surplus or Deficit (000's)	Achievement (%)	Regional Target (000's)	Est. Surplus or Deficit (000's)	Achievement (%)	Regional Target (000's)	Est. Surplus or Deficit (000's)	Achievement (%)
Northwestern	85	+ 31.5	+ 37	191	+ 16.1	+ 8	593	- 333.2	- 56
Northcentral	133	+ 73.3	+ 55	429	+ 341	+ 125	518	- 11.9	- 2
Northern	237.3	+ 131	+ 55	219.3	+ 528.5	+ 241	234.7	- 107.9	- 45
Northeastern	629.9	N.D.A.	N.D.A.	819.7	0	On Target	253.7	- 27.0	- 10
Algonquin	1,053	+ 272	+ 25	1,257	+ 400	+ 31	391	+ 5	+ 1
Central	6,689	- 633	- 9	1,160	+ 283	+ 24	N.A.	N.A.	N.A.
Eastern	5,843	+ 1	On Target	1,475	+ 1	On Target	2,000	0	On Target
Southwestern	7,779	- 55	- 1	1,603	- 110	- 6	N.A.	N.A.	N.A.

TABLE 10

Achievement of the Protection Targets

1 44 1

	EARTH SCIENCE			LIFE SCIENCE			HISTORICAL RESOURCE					
	% Achievement by Parks	% Proposed	Total	% Achievement by Parks	% Proposed	Total	% Existing Parks	% Proposed Candidates	% Total	% Short fall		
Administrative Region	Existing Parks	Candidates	Total	Short fall								
Algonquin	59	32	91	-9	72	17	89	-11	41	18	59	-41
Central	26	23+	49+	-59	-----	-----	-----	-----	22	4	26	-74
Eastern	36	22	58	-42	-----	-----	-----	-----	29	24	53	-47
Southwestern	32	12+	44+	-56	-----	-----	-----	-----	31	2	33	-67
Northern	-	-	90	-10	-	-	67	-34	61	-	61	-39
Northeastern	-----	-----	-----	-----	-	-	42	-58	35	2	37	-63
North Central	-	-	89	-11	-	-	59	-41	50	7	57	-43
Northwestern	-	-	85	-15	-	-	75	-25	16	3	19	-81

perceived degree of representation of selected units of the three components of the protection objective. Although the table is an oversimplification, the data does illustrate the approximate levels of target achievement.

Earth science target achievement varies from a potential high of 91% in the Algonquin Region, to a low of 44% in the Southwestern Region. It appears target achievement is potentially more feasible in the five northern regions where there are extensive Crown land holdings. Nevertheless, much more can be accomplished in the Central, Eastern, and Southwestern Regions through the development of 'other than park' mechanisms for protection program delivery (e.g. Crown land designation, inter-ministry agreements (MTC) and/or private land agreements).

Life science target achievement is not as readily comparable because of differences in units of measurement and the fact that no comparable data is available for the three southernmost regions. In the rest of the Province, existing representation varies from 42% in Northeastern Region, to 89% in Algonquin Region.

The cursory analysis of historical resources suggests that despite the lack of inventory activity in this area, there is considerable potential for representation of the landscape-related cultural resource heritage, in existing parks and candidates. While additional work remains to be done, representation of known values varies from 19% to 61%.

c) Park Class Targets

Park class targets assist in defining the likely dimensions of the parks system in terms of discrete land/water resources. It must be recognized that the extent to which class targets are achieved is secondary to the achievement of the protection/heritage and recreation/tourism objectives.

Wilderness

The theoretical class target is one wilderness park and one wilderness zone in another class of park (e.g. natural environment or waterway) in each site region. Table 11 illustrates the degree to which the existing and proposed system achieves the wilderness class targets.

Five site regions are currently represented by wilderness class parks or contributing parks (e.g. Pukaskwa National Park). Three additional site regions are represented by wilderness zones in other classes of parks. Of the six unrepresented site regions, three are representable by proposed candidates and/or zones. The proposed candidates furthermore improve the representation of three site regions.

Of the remaining three unrepresented site regions, 3S appears to have the protection target aspect achieved by a nature reserve candidate, plus the Woodland Caribou proposed candidate. Site Region 6E has no potential for wilderness park designation but potential appears to exist for wilderness zone designation on the Bruce Peninsula. (This requires further study.) Site Region 7E has no suitable resources either for zone or park designation. The protection objectives will be achieved through proposed and future nature reserve zone designation.

In summary, nine site regions can be represented by both existing and proposed wilderness class parks candidates, and wilderness zones in other classes of parks. Two site regions can be represented by wilderness class parks only, and one site region by a wilderness zone only. Two site regions cannot be represented by either wilderness parks or zones.

Natural Environment

Table 12 illustrates the ability of existing parks and proposed candidates to achieve the class target of one natural environment park per site district. Existing Natural Environment parks

TABLE 11

Wilderness Class Target Achievement
(by Site Region)

Site Region	EXISTING		PROPOSED CANDIDATES		TOTAL	
	Parks	Zones (NE, waterway)	Parks	Zones	Parks	Zones
OE	Polar Bear	Polar Bear	--	--	1	1
1E	Polar Bear	Polar Bear Winisk R.	--	--	1	2
2W	--	Winisk R.	Opasquia	--	1	1
2E	--	--	Kesagani L.&R. Thunderhouse Falls		1	1
3S	--	--	portion of Woodland Caribou is in 3S		-	-
3W	--	Ney's (NE)	Whitewater	--	1	1
3E	Pukaskwa National Park	--	--	Little Missinabi Lake	1	1
4S	--	--	Irregular L/ Woodland Cariboo	--	1	-
4W	Quetico	Sibley (NE)	--	--	1	1
4E	--	Lake Superior (NE)	Lady Evelyn/ Smoothwater	Michipicoten Island (NE)	1	2
5S	--	--	Aulneau Pen/L.of the Woods	--	1	-
5E	Killarney	Algonquin (NE)	Brown/Wilson	Blackstone Harb. Magnetewan R. Madawaska R.	2	4
6E	--	--	no representation possible Bruce Pen.		-	1(?)
7E	--	--	no representation possible		-	-
TOTAL SR.	5	7	7	5	11	10
Rep.(14)						

TABLE 12
Natural Environment and Waterway Class
Target Achievement

Site Reg.	Site District	NATURAL ENVIRONMENT			WATERWAY		
		Existing Parks	Proposed Candidates	Total	Existing Parks	Proposed Candidates	Total
OE	1.	Polar Bear	--	1	Winisk River	Severn River	2
1E	1.	Polar Bear	--	1	--	Severn River	1
	2.	Polar Bear	--	1	Winisk River	--	1
2W	1.	--	--	-	--	Severn River	1
	2.	--	--	-	Winisk River	Severn River Attawapiskat R.	3
	3.	Winisk Park	--	1	Winisk River	Albany River Little Current R. Pipestove R. (Drowning R.) (Attawapiskat R.)	6
2E	1.	--	--	-	--	Otoskvia - Attawapiskat	1
	2.	Tidewater	--	1	--	Missinabi R.	1
	3.	--	--	-	--	Little Abitibi/ Newpost Ck.	1
3S	1.	--	Metcalfe L.	1	--	Pipestove R. Severn R. (south)	2
3W	1.	--	--	-	--	Bright Sand R. Kokpa River Albany River (Drowning R.) (Allanwater/ Caribou)	5
	2.	--	--	-	--	Bright Sands Kopka Turtle R. English R.(east)	4
	3.	L. Nipigon	--	1	--	Kopka (Black Sturgeon R.) (Moose & Gull L.)	
	4.	--	Whitewater L Silver Falls Kaskabowie	3	--	Steel River	1
	5.	Neys Park	--	1	--	Steel River	1
3E	1.	--	Pierre Montreuil	1	--	Missinabi R.	1
	2.	Missinabi Pk. Nagagamisis	--	2	--	Missinabi R.	1
	3.	Greenwater	Long Point	2	--	Missinabi R.	1
	4.	Ivanhoe The Shoals Missinabi	--	3	--	--	-
3E	5.	Obatanga	Missinabi Res. The Shoals Res.	3	Chapleau- Nemegosenda R.	Missinabi R.	2
	6.	Esker Lakes	--	1	--	Lander R.	1
4S	1.	--	--	-	--	--	-
	2.	--	--	-	--	--	-
	3.	--	--	-	--	English R. (east)	1
	4.	--	Teggau- Winnauge	1	--	--	-
	5.	Pakwash	Teggau- Winnauge	2	--	Turtle R.	1

TABLE 12 (cont'd)

- 49 -

Site Reg.	Site District	NATURAL ENVIRONMENT			WATERWAY		
		Existing Parks	Proposed Candidates	Total	Existing Parks	Proposed Candidates	Total
4W	1.	Quetico	White Otter L. Kaskabowie	3	Quetico	La Verendrye	2
	2.	Kakabeka Falls Sibley	Silver Falls	3	--	La Verendrye	1
4E	1.	L. Superior	White Otter L. Kaskabowie	3	L. Superior	--	1
	2.	L. Superior	--	1	L. Superior	--	1
	3.	Halfway L. The Shoals	Aubrey Falls	3	Mississagi R.	--	1
	4.	--	Greenwood Res.	1	Lady Evelyn R.	Sturgeon R. Makobe-Grays R.	3
	5.	Kap-Kig-Iwan	--	1	--	Lander R.	1
5S	1.	--	Sandpoint Is. Lake of the Woods	2	--	--	-
	2.	Lake of the Woods		1	--	--	-
SE	1.	--	--	—	--	--	-
	2.	--	Vidal Bay	1	--	--	-
	3.	--	La Cloche	1	Killarney	--	1
	4.	--	Wanipitae Res.	1	--	Sturgeon R.	1
	5.	Restoule	South Bay Res. Restoule Res.	3	--	French R.	1
N.Ont	6.	Samuel de Champlain	--	1	Mattawa R.	--	1
S.Ont	7.	Grundy Lake Killbear	Hardy L. Blackstone	4	--	Moquiteman R.	1
	8.	Arrowhead	Hardy L. Bigwind Banner	4	--	Hardy L.(NE) Moquiteman R. East River	3
	9.	Algonquin	--	1	Algonquin	Ragged Falls Oxtongue R. Opeongo R.	4
	10.	Algonquin	--	1	Algonquin	Bonnecherre R. Pet./Barron	3
	11.	Silent Lake Bon Echo	Kawartha Highland Bell Bay	4	--	L. Madawaska Mississippi R.	2
5E	12.	--	Westmeath	1	--	Ottawa River	1
6E	1.	(SW Region looking for candidate)			--	CA	?
	2.	Macgregor Point	--	1	--	CA	?
	3.	--	Black Creek	1	--	CA Georgian Bay	?
	4.	--	Pretty River Valley	1	--	Georgian Bay	?
	5.	--	Lavender Falls	1	--	--	-
	6.	Awenda	Giants Tomb	2	--	CORTS, CA	?
	7.	--	Mons Cliffs	1	--	--	-
	8.	Ferris Serpent Mounds	--	1	--	CORTS	?
	9.	--	Wolfe Island Indian Point	2	--	CORTS	?
	10.	Frontenac Charleston L. Murphy's Point	--	3	--	CORTS, SLPC	?
	11.	--	--	-	--	CORTS, SLPC	?
	12.	--	--	-	--	CORTS, SLPC	?
	13.	Presqu'ile	--	1	--	CORTS	?
	14.	Cypress Fathom Five	--	2	--	Georgian Bay	?
	15.	Sand Banks Outlet	--	2	--	CORTS	?
7E	1.	Rondeau	--	1	--	SCPC, CA	?
	2.	Pinery John E. Pearce Turkey Point	--	3	--	CA	?
	3.	--	Shorthills	1	--	NPC	?
	4.	--	--	-	--	CA	?
	5.	(SW Region looking for candidate)			--	CA	?

represent 31 of the potential 67 site districts in the province. Proposed candidates potentially provide representation for an additional 19 site districts (and improved representation for 12 site districts). Therefore, the existing and proposed candidates provide representation for 50 site districts. This leaves a short-fall of 17 site districts. However, it is evident that wilderness and waterway parks can provide equivalent representation of landscape diversity. In this regard, existing wilderness parks and proposed wilderness candidates provide representation for an additional five site districts. Waterway parks and proposed candidates represent an additional seven site districts. Therefore, existing wilderness and waterway parks and proposed candidates, increase site district representation to 62. The remaining five unrepresented site districts are all located in southern Ontario. For two of these (6E-1 and 7E-5), candidates are being investigated. In two of the remaining site districts (6E-11 and 6E-12), recreation and protection targets can be met in other classes of parks. As a consequence, natural environment candidates will not be identified for these site districts for the purposes of meeting targets to the year 2001. In the remaining site district (7E-4), it is unlikely that suitable resources will be found in a natural condition to merit inclusion in the park system.

Waterway

The purpose of the waterway park class is to provide representation of the diversity of waterways in the Province. Therefore, a theoretical class target was established of one waterway park per site district.

Table 12 also illustrates the ability of the existing parks and proposed candidates to achieve the waterway class targets. Existing waterway parks provide representation of eight site districts. Proposed waterway candidates provide representation for an additional 28 site districts for a total of 36 site districts. This leaves 31 site districts unrepresented by waterway parks. However, numerous natural environment and

wilderness parks and proposed candidates, provide equivalent representation of the waterway diversity in their respective site districts. Therefore, this representation should receive consideration in any discussion of adequacy of class target representation.

In this regard, wilderness parks and proposed candidates provide representation of an additional three site districts. Natural environment parks and proposed candidates provide representation of an additional eight site districts. Therefore, wilderness and natural environment parks and proposed candidates increase representation by 11 site districts. This still leaves a short-fall of 20 site districts. All 20 unrepresented site districts are located in southern Ontario (south of Algonquin Region) where the resource potential for provincial waterway park designation is largely non-existent.

Nevertheless, many of these waterway resources are available for public use through the activities of public agencies such as Parks Canada, Canada-Ontario Rideau Trent Severn System, Conservation Authorities, and the Park Commissions. These agencies are viewed as contributing to the required representation.

Nature Reserves

The primary purpose of the provincial nature reserve class of park is to provide earth and life science system representation. As noted earlier, other classes of parks - wilderness, natural environment, and waterway - also contribute in varying degrees to the representation and protection of earth and life science elements and features through nature reserve zones. These other classes have specific targets which attempt to ensure some degree of biogeographic distribution (e.g. site districts and site regions). Nature reserve parks, therefore, are the primary means of completing the park system protection mandate where no representation potential exists within other classes of parks. Therefore, no specific class targets have been established for nature reserves at the provincial level.

As noted earlier, the degree of earth and life science target achievement varies across the Province. Much of the variability is due to the stage, sophistication, and in some cases completeness of data analysis that has taken place, as well as the lack of suitable sites. Therefore, existing and proposed candidate nature reserves do not represent the ultimate extent of this park class across Ontario.

Ongoing inventory and analysis will likely reveal additional candidates, necessitate boundary modifications and the possible abandonment of some candidates as superior sites are located. In many regions the implications of the evolving nature reserves program will be minor on other programs or land uses (e.g. in southern Ontario, the amount of land will be small and many candidates will be protected by implementation mechanisms other than outright 'Fee simple' ownership). In northern regions, the evolving program may involve significant new areas as identified by the Royal Ontario Museum James Bay Study, but may not require that all proposed candidates have the exclusivity of 'provincial park' protection.

Table 13 summarizes the existing parks and proposed candidate nature reserves by region. Proposed candidate recommendations are complete for only Northcentral, Northwestern, Algonquin, and Eastern Regions.

Historical

The historical park class is designed to protect significant landscape-related cultural resources. At this stage of inventory and analysis there is insufficient data to recommend a list of proposed candidates although Northwestern region has recommended some. Similar to the nature reserve park class, no specific targets have been assigned for historical parks because it is likely that most cultural resource protection will take place through other park classes. Only when no other class provides an effective protective mechanism, will a historical park be recommended.

TABLE 13

NATURE RESERVE

Existing Parks and Proposed Park Candidates

Administrative Region	Existing Parks	Proposed Candidates	Total
Algonquin	2	6	8
Central	3	5	8
Eastern	-	19	19
Southwestern	3	2	5
SOUTHERN ONTARIO	8	32 +	40 +
<hr/>			
Northern	-	18	18
Northeastern	1	2	3
North Central	4	65	69
Northwestern	-	34	34
NORTHERN ONTARIO	5	119 +	124 +
TOTAL	13	151 +	164 +

Recreation

Generally, recreation park class requirements are not excessive largely because priority generally has been placed on achieving the recreation/tourism targets through all other park classes. If a need for a recreation class is identified, the location will almost entirely be determined on the basis of resource availability in proximity to undersupplied population centres.

Information to date suggests that proposed natural environment park candidates will generally fulfill recreation/tourism target requirements. Where there are shortfalls in target achievement (e.g. Central and Southwestern Regions) it is unlikely that recreation parks will be established because of the proximity to centres of demand of similar other public agency facilities (e.g. conservation areas). It has been suggested that if suitable provincial park candidates cannot be located, other agencies, which may currently hold the most outstanding undeveloped 'natural' resources, should be encouraged to meet provincial deficits on their lands. This would maintain the concept of providing a distinctive recreation experience through a contributing agency. Recreation class parks will in future be called upon to provide only the residual day-use and car-camping opportunities which cannot be provided for, once all other park classes and other mechanisms are in place. This will represent a relatively small increment to the system.

In summary, existing parks and the proposed candidates:

- generally achieve recreation/tourism targets with the exception of backcountry recreation where major shortfalls are anticipated;
- achieve protection of earth and life science resources to the extent that systems planning has been completed and has identified resources which provide good representation;
- achieve the class targets to the extent necessary for the satisfaction of the protection/heritage and recreation/tourism objectives to date;
- meet the intent of the park class targets.

d) Land Use Data Availability

A key consideration associated with the identification of potential park candidates across Ontario is the examination of land use conflicts that either exist now or can be anticipated relative to each of the proposed candidates. The initial analysis of candidates carried out by the Regions, dealt primarily with the ability of the candidates to achieve the park objectives, and this analysis has been described in some detail in the Appendices to this report. A secondary consideration in this analysis was an attempt to minimize conflict with other resource users. Where target testing occurred as a part of regional land use planning, it assisted in assessing the extent of conflict with these other users.

The review of proposed candidates by the public in the context of land use planning will necessitate discussion of not only the extent to which those proposed candidates achieve the park objectives but also a review of other resource activities (mining, commercial fishing, cottaging, etc.) which could be considered on those proposed candidate areas. Therefore, an examination of other existing and potential resource activities is necessary.

Potential resource activities will be examined in the development of optional plans/strategies at the district level. Existing resource activities now taking place, or scheduled for those areas identified as proposed candidates, have been documented and have already been tabulated in the attached format (Figure 4). This tabulation provides a base level of information in a consistent format across Ontario.

These data sheets also allow for a regional interpretation as to the severity and complexity of the land use conflict that will have to be examined in the discussion of proposed candidates, and should provide some basis for direction relative to further information needs or analysis requirements. A summary of the completed data sheets for all of the proposed candidates is contained in Appendix G.

Candidate Park Stage Level Data Sheets - Figure 4

CANDIDATE PARK	PROPOSED CLASS	AREA	OPTION	STATUS
CONFLICT IDENTIFICATION			Sport Fish	Tourism
Intertidal	Mixed	Commercial Fish		

CANDIDATE PARK		OPTION		ATTRIBUTES	
PROPOSED CLASS	STATUS	AREA	LOCATION	TOURISM	COTTAGEING
SITE REGION	Moving	Commercial fish	Sport Fish	Trapping	Tourism
COUNCIL ORGANIZATION	Truber				

C. Resource Based Conflicts and Problems

Introduction

Generally, the objective of each Ministry program is to ensure that adequate resources exist and are managed to meet future needs for the benefit of the people of Ontario. Objectives and targets have now been established for all Ministry programs. With the exception of mineral resource activities, these targets and objectives can be translated into demands for specific resources (cunits of wood, pounds of fish), requiring specific areas of land and water. The targets represent an attempt to define needs at some future date (e.g. an annual production of 9.1 million cunits of wood by the year 2020) based upon projection of existing use.

Target testing which has been conducted as part of strategic planning in the Southern, Northeastern and Northwestern Planning Regions, indicates there are sufficient resources (both land and other resources) to meet the objectives of all Ministry programs to the year 2001. That is, over the long term, it is possible to meet both the demands for resource production and outdoor recreation. Therefore, although many of the proposed candidate parks have the potential for resource extraction, these resources may not be required over the long term to achieve Ministry objectives and targets.

However, problems do exist.

Virtually every decision regarding land use affects someone. Very little land and water in Ontario south of the Hudson Bay Lowland is unused. Much of the productive forest land which is publicly owned has been licensed to the forest industry. Some areas have high mineral potential. Most of the area has been allocated for trapping. Areas not used intensively for recreation purposes provide the base for extensive recreation, (e.g. remote hunting and remote fishing), and tourist camps.

Parks, because of the implicit restrictions on resource

harvesting, conflict with most other existing activities. Whether the restrictions result in alternate recreation opportunities, lost jobs, or reduced land area available for resource extraction activities, the decision to establish a park can be expected to be controversial. While there are documented local and provincial benefits which result from park designation, it is easy to overlook these potential benefits in the face of local unemployment (immediate or potential), and loss of certain recreation opportunities.

Certain land uses alter the landscape or the appearance of the landscape. Such activities as logging, mining, sand and gravel extraction and peat extraction, have a significant impact. If the purpose of park designation is to protect the landscape or particular plant and animal communities supported by it, the potential for conflict is similarly significant. Where total landscape protection is not the primary objective of park designation, certain alterations in the landscape may be less critical. In such cases, through appropriate management, geared to park objectives, certain controlled extractive activities may be acceptable.

Some resource uses are also considered incompatible with the recreation activities which occur within parks. Hunting, snowmobiling, commercial tourist facilities, and logging, are examples of activities which are felt to generally conflict with park recreational use. These activities may not jeopardize achievement of protection objectives but they may adversely affect the enjoyment of park users - particularly wilderness users, and thus affect the achievement of recreation objectives.

Specific conflicts include:

a) The Forest Industry

Most of northern Ontario south of the 11th baseline is licensed, and thus, the establishment of new parks may reduce the wood supplies committed to the forest industry. This impact on the

forest industry can be reflected (in a simplistic sense) through possible job loss (bush and mill), and/or possible loss of pre-planning investments (e.g. roads, cut layout, camp establishment, etc.) The conflict can be resolved through the replacement of lost wood supply through a variety of means (e.g. allocation of new areas, increase fibre production from remaining licence areas, etc.) In those cases, where commitments cannot be honoured elsewhere, immediate designation of a park could adversely affect existing industry. Conversely, continued resource extraction could significantly jeopardize park values and future achievement of protection objectives.

In these situations, further studies and negotiations are required before a decision is made to designate the area for park purposes or to further commit resources to the forest industry.

b) Mineral Resources

A number of proposed park candidates include areas of high to moderate mineral potential*, and the establishment of a park would likely, by policy, exclude future mineral exploration or mining activity.

Targets for mineral resources have not been developed, and it is not possible to foresee land requirements of the mining industry. In addition, resource potential information cannot be converted into estimates of mineral production.

It is therefore not possible to define the potential impact of park designation upon future mineral production or to define the potential opportunity cost to the industry. In these situations, allocation decisions will likely be made on the basis of relative values and levels of conflict.

* Mineral potential is an estimate of the probability of finding economic mineral deposits. It does not indicate the existence of a deposit - rather the probability there might be one.

c) Tourism

The features which make candidate areas attractive for park designation - provincially significant landscapes, undisturbed conditions - are often the same as those which are important to the non-park sector of the tourist industry.

Some of the proposed park candidates contain tourist lodges or outpost camps which provide high quality remote fly-in recreational opportunities not consistent with park designation. Although, with appropriate management, it may be possible to meet the displaced demand for equivalent fish and wildlife resources elsewhere, the same quality of recreation may not necessarily be available.

The likely impact of park designation on the tourist industry is to alter the manner in which the land and water base contributes to the tourist sector. The land and water base will continue to be available to the tourist operators, however, it will be available on an outfitting basis, rather than as a location for developed facilities. From the standpoint of the individual operator though, the establishment of a provincial park may entail a displacement of existing facilities as well as a need to adjust to a new type of operation.

d) Other Resource Users

Designation of an area for park purposes may exclude certain traditional uses in the area; e.g. trapping, hunting, commercial fishing, wild rice harvesting, snowmobiling, and other resource and recreational activities. Alternate areas may be less suitable or simply unavailable.

e) Native People

The native people may oppose the designation of new parks. This is likely to be based both on concerns over anticipated interference with their traditional life-styles,* and on their

* where they are not guaranteed by Treaty

contentions relative to native land rights. This concern has been expressed in the form of Nishnawbe-Aski, and in the form of land claims (e.g. Temagami).

D. Problems and Issues Related to the Present Status of Parks Systems Planning

a) Inconsistency Between Strategic Planning and Park System Planning

The inconsistency between strategic planning and system planning existing in northwestern Ontario results from the public release of Phase III SLUP, prior to the refinement of the parks system plan proposals in that Region. This difference in phasing has not been well explained. The public SLUP documents in the northwest identified some wilderness candidates only. The proposed nature reserve candidates have not been discussed publicly. Other park candidates have only been described in terms of their likely geographic dimensions and distribution.

In northeastern Ontario, the proposed nature reserve candidates have not yet been identified or incorporated into the regional planning documents. In southern Ontario the proposed park system has not been included in the strategic planning report. The Coordinated Program Strategy appears therefore not to reflect a consideration of parks system planning efforts.

b) Apparent Deviation of Regional Park System Plans from the Direction Set Out in the Report "Planning and Management Policies"

The report "Planning and Management Policies" was approved by the Deputy Minister's Committee in October, 1978. Its purpose was to set out tentative targets for each class of park, and to establish management and planning direction for the park system.

It was expected that the guidelines contained in this report would be refined as new information became available and as system planning proceeded. This indeed has occurred (e.g.

Recreation and Tourism Target documents for northern and southern Ontario). The variances from the guidelines which have occurred in the planning regions were outlined in an earlier section (I-D). Modifications of these guidelines have been applied at the Regional level, however, these have not been approved and are therefore not reflected in the "Planning and Management Guidelines". This document has been distributed publicly, however the description of the relationship between park class targets and park objectives did not emphasize that park objectives might be met without necessarily meeting the class targets.

c) Incomplete Identification of Nature Reserve Candidates

Identification of proposed candidate nature reserves is incomplete in Southwestern, Central, Eastern, Northeastern, and Northern Regions (life science representation). In addition, many of the proposed candidates identified in the Northwestern and North-central Regions require further effort to identify the particular earth and life science features requiring protection. Consequently park system plans are incomplete for those regions and park requirements cannot be totally considered or included in strategic and district planning, at this time.

d) Incomplete Identification of the Historical Components of the Park System

Historical/prehistorical resources are one of the three components of the protection objectives. To date, little work has been completed on articulating the full extent of the cultural resources that should be represented in the park system.

This component of the park system can therefore not be totally considered or included in strategic or district planning at this time.

e) Non-Achievement of Backcountry Recreational Targets

Backcountry recreational targets are not met by the proposed

system - although a number of candidates with wilderness potential have been eliminated through the strategic land system planning programs.

There are several possible explanations:

- i) not enough candidates are being put forth to satisfy the projected demand;

OR

- ii) targets have not been assigned with enough recognition of the potential to provide wilderness recreation or of the conflicts with other programs;

OR

- iii) the targets may overestimate future park needs and should be reviewed.

There has been no explanation of these shortfalls to date.

f) Car-Camping Targets

Existing parks and proposed candidates, if approved, would result in a surplus of car-camping opportunities at the provincial level. This occurs while a deficit in car-camping is likely in the Southwest Region.

Some possible explanations for the deficit in the Southwest are:

- not enough candidates have been put forth to satisfy the assigned target;
- the target was not assigned with enough recognition of the potential to provide recreation or the conflicts with other land uses;
- the targets overestimate the contribution from provincial parks in southwestern Ontario.

Some possible explanations for the surplus in the remainder of the provinces are:

- the proposed system is more extensive than required in some regions;
- the targets overestimate the required contribution from

provincial parks and should be revised downwards;

- to meet protection, backcountry, and day-use targets, candidates were proposed which have the potential to overachieve extended use targets in some regions;
- to meet the principle of accessibility more parks may have been identified than required to meet the extended use targets.

Neither the provincial surplus nor regional deficit have been explained.

SELECTED REFERENCES

Background Information and Approach to Policy, Northwestern Ontario, 1974

Proposed Policy, Northwestern Ontario, 1977

Strategic Land Use Plan, Northwestern Ontario, 1980

Background Information & Approach to Policy, Northeastern Ontario, 1978

Proposed Strategic Land Use Plan, Northeastern Ontario, 1980

Background Information to the Development of a Coordinated Program Strategy, Southern Ontario, 1976

Proposed Policies, Coordinated Program Strategy for the Ministry of Natural Resources in Southern Ontario, 1980

Coordinated Program Strategy for the Ministry of Natural Resources in Southern Ontario, 1981

Guidelines for Land Use Planning, Ministry of Natural Resources, 1981 (revised)

Ontario Provincial Parks Planning and Management Policies, Life Sciences Framework

Life Sciences Framework

Earth Sciences Framework

Topical Organization of Ontario History

Preliminary Evaluation of Ontario Waterways for Provincial Park Purposes, 1980

Draft Systems Plans - Algonguin Region	1981
Central Region	1981
Eastern Region	1981
Northern Region	1981
Northcentral Region	1981
Northeastern Region	1981
Northwestern Region	1981
Southern Region	1981

Protection of Provincially Significant Natural Areas: The Nature Reserves System, 1980

Earth and Life Science Regional System Assessment Summary, 1981

3 1761 11547137 7

